



Lessons Learned from Social Forestry Policy in Java Forest: Shaping the Way Forward for New Forest Status in ex-Perhutani Forest Area

Pembelajaran dari Kebijakan Perhutani Sosial di Hutan Jawa: Menyusun Langkah Ke-depan untuk Status Hutan Baru di Kawasan Hutan eks-Perhutani

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ABSTRACT

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Forest resource control in Indonesia has progressed from stringent state control towards a more community and indigenous based. Indonesia has embarked a journey in agrarian reform and social forestry to achieve a more balanced portion of forest resource control. The social forestry has manifested in the Collaborative Forest Management Program (PHBM) by Perhutani with the establishment of Forest Community Institution (LMDH) as its core. Forest for Special Purpose (KHDTK) Getas – Ngandong was chosen as the study case since it offers striking issue in social forestry program in the past and the outlook for the new forest status. This paper attempted to identify the policy learning from the past forest resource arrangement i.e., social forestry policy for the new forest status outlook. We identified the policy prior to the social forestry program and the implementation of social forestry from Perhutani. Subsequently, we identified policy learning from that past policy and tried to formulate the policy outlook for the new forest status. The data obtained through an interview to key informants complemented with observation, study literature, and document study. We found that past policy does not incorporate the local community in the forest utilization. The social forestry by Perhutani in their PHBM also showed indifferent approach which positioned the local community unequal with the Perhutani as social forestry promised. We identified fundamental changes should be done, which should prioritize social aspect before seeking out the economic and ecological restoration of the forest. We found the new forest status might hamper the implementation for the new forest policy which driven by the social forestry ideas. If only the new forest status could enable social aspect, the new manager will require tremendous support, robust institution, and plentiful resources to implement their policy.

INTISARI

KATA KUNCI

*perhutanan sosial
 kebijakan hutan
 pembelajaran kebijakan
 kawasan hutan dengan tujuan khusus
 pengelolaan hutan bersama masyarakat*

Pengelolaan hutan di Indonesia yang dulunya didominasi oleh peran sentral negara saat ini telah mulai bergeser menjadi pengelolaan yang berbasis masyarakat dan adat. Program perhutanan sosial dan reforma agraria telah dijalankan untuk mendapatkan kebermanfaatn hasil hutan secara lebih adil. Perhutanan sosial tersebut termanifestasikan dalam Pengelolaan Hutan Bersama Masyarakat (PHBM) dari Perhutani dengan pembentukan Lembaga

Masyarakat Desa Hutan (LMDH). Kawasan Hutan dengan Tujuan Khusus (KHDTK) Getas – Ngandong memberikan suatu kasus yang menarik karena memperlihatkan adanya konteks perhutanan sosial di masa lampau dalam PHBM dan pengelolaan yang sedang dilakukan saat ini dengan adanya perubahan status dan pengelola. Artikel ini menggali pembelajaran dari kebijakan dari pengelolaan hutan di masa lalu (perhutanan sosial dalam PHBM) dan pandangan ke depan pengelolaan dengan konsep perhutanan sosial dengan status yang baru. Pengumpulan data dilaksanakan melalui wawancara kepada informan kunci yang dilengkapi dengan observasi langsung, studi literatur dan studi dokumen. Dari hasil penelitian tersebut, didapat hasil bahwa kebijakan di masa lampau tidak mengikutsertakan masyarakat sekitar dalam pengelolaan hutan. Kemudian dapat disimpulkan bahwa perhutanan sosial dari PHBM juga tidak menunjukkan adanya perubahan signifikan karena juga tidak menempatkan masyarakat sebagai mitra setara seperti yang dijanjikan konsep perhutanan sosial. Perubahan fundamental yang harus dilakukan mencakup perubahan fokus pembangunan hutan ke aspek sosial sebelum fokus ke aspek ekonomi dan ekologi hutan. Perubahan status yang baru juga terlihat dapat menghambat implementasi dari kebijakan perhutanan sosial yang baru. Apabila aspek sosial dapat diselesaikan maka selanjutnya akan masih ada banyak tantangan yang harus dihadapi pengelola baru. Pengelola baru akan membutuhkan dukungan yang besar dari segi sumber daya dan perlu membentuk institusi secara utuh untuk dapat mengimplementasikan kebijakannya.

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Introduction

Forest arrangement policy in Indonesia is generally dominated by the state which emphasizes strong control and ownership of forest land by the state and is represented by the Ministry of Forestry and Environment (Maryudi et al. 2016). Basic Forestry Law no 5/1967 stipulates that forest area in Indonesia is divided into two types of ownership i.e., state forest and privately owned forest (hutan hak). The law was replaced by Basic Forestry Law no 41/1999 which also emphasized the acknowledgment of community rights and indigenous people. On the other hand, it also showed the progressive change in Indonesia forest arrangement policy where control of forest land was being diverged from the state towards the community and indigenous people. However, the current forest ownership policy in Indonesia does not reflect a balanced proportion of forest ownership and control. Community-based forest management continues to face challenges in implementation due to regulatory barriers and complex procedural processes (Maryudi 2014). Eventually, the policy for forest management in Indonesia appear to favor the state and private sector yet less acknowledging the local community.

Such precedent can be seen from the forest management practice in Java Island. The Perhutani managed the forest land – a state forest enterprise which separates the local community and forest resources and leads to catastrophic conflict between the state and local community (Peluso 1992). The arrangement by the Perhutani closely linked to the legacy from a colonial model, which separates the local community from the forest through a security approach (Maryudi et al. 2016), has led to criticism of the top-down arrangement of forest resources and a demand for a more inclusive arrangement such as Community Based Forest Management (Awang 2004). Current policy in Indonesia has progressed quite far and try to utilize community access in forest land. Ministry of Environment and Forestry released new policies namely Agrarian Reform in the form of Tanah Obyek Reforma Agraria-TORA and Social Forestry to ensure the utilization of forest land to the local community and indigenous people (Ministry of Environment and Forestry Republic of Indonesia 2018).

Before 2015, only 7% of forest area is being utilized by the community while the rest (93%)

are being utilized the state and its enterprises and private sector. The initiative of agrarian reform and social forestry aims to distribute 33% of forest area to the community and indigenous people after 2015 (Ministry of Environment and Forestry 2018). In the past, social forestry policy is closely related to the Collaborative Forest Management Program (abbreviated as PHBM in Indonesia Language) of Perhutani in forest land in Java. Participation, empowerment, and decentralization by the local community are believed as the key to Community Based Nature Resource Management (CBNRM) in managing the natural resources (Dressler et al. 2010). Such a concept is embedded in modern PHBM by Perhutani and articulated through the establishment of a local community institution such as LMDH (*Lembaga Masyarakat Desa Hutan*). LMDH is established under the PHBM program were aimed at the locust level from the locals in community-based forest management (Awang 2004).

The elaboration showed policy changes from state-centered towards more diverged arrangement policy e.g., community-based. Kawasan Hutan with Tujuan Khusus (KHDTK/ Forest for Special Purpose) Getas - Ngandong in Java could provide a unique example to describe the policy dynamics on social forestry paradigm. Initially, the forest area land was owned by the state through Perhutani but currently are being governed by Faculty of Forestry Universitas Gadjah Mada (UGM), an academic institution. This paper attempts to explain the Indonesia policy changes from the pre-social forestry policy process and past social forestry by Perhutani in their PHBM Program with the establishment of the forest community institution (LMDH). The study on the forest for a particular purpose largely focused on the micro level e.g., stands and vegetation (Alhani et al. 2015; Hidayat 2013; Sofyan et al. 2011), yet understudied on macro-level especially policy aspect. Therefore, this study will contribute substantially to the information about KHDTK management policy in Indonesia. Specifically, we will also try to formulate the outlook of the KHDTK management policy in Getas - Ngandong by the academic institution based on the lessons learned from the past policy.

Theoretical Framework: Common Pool Resource and Policy Learning

Common pool resources are generally perceived as an open-access resource. Forest land could be classified as common pool resources as it is difficult to prevent potential users to utilize the resource, and it is vulnerable to the depletion (McKean 2000). Uncontrolled utilization in a shared common pool resource will decrease the resource's capacity. The event became popular as the tragedy of the commons when introduced by Garret Hardin (1968). Hardin extends his ideas on governing the commons by state regulation, or privatization could prevent the depletion.

On the other hand, Ostrom et al. (1999) explain that common pool resource requires effective rules that limit access and define rights to prevent the depletion. He further offers the ideas of institutional arrangements that incorporate the role of the community, such as co-management in managing the commons, which also contests the idea from Hardin. In this account, several options for common pool resource arrangements can be offered. Aggarwal (2006) explains that the establishment of formal or non-formal locally based-institution could become important guidelines to arrange the interaction between humans and forest resources.

As a common pool resource, forest resources require a 'policy' to prevent the depletion. The policy generally defined as "a set interrelated decision taken by a political actor or a group of actors concerning the selection of goals and the means of achieving them within a specific situation and the power of that actor to achieve" (Jenkins 1978). In the case of forest resource arrangement policy, it demands a policy that should be able to distribute the forest resource ideally among the users. Thus, we follow Krott (2005) definition on forest policy-making, which is a social bargaining process to regulate conflict of interest in forest resource allocation. In this context, the forest resources shall be equally distributed among the local community and the state (Perhutani). The conventional Indonesia policy on forest allocation displayed a state-led forest policy which prevents local community from utilizing the surrounding forest resource accordingly (Peluso 1992). One of the

aspirations to create a more balanced forest resource distribution is through community-based forest management, which is viewed as an ideal arrangement for managing the forest resource (Peluso 1992). De Koning (2014) highlight that the state generally introduces the dominant perspective in this local institution. As elaborated in the introduction, the social forestry program instigated by the state is aimed to distribute equal forest resource to the community. The approach was manifested in the Collaborative Forest Management Program by Perhutani in Java forest by LMDH establishment. Meanwhile, the perspective on community-based forest management emphasis individuals and the group in the local organization is the key to successful management (Djamhuri 2008) such as LMDH.

We try to understand the policy changes from the era before social forestry, social forestry implementation, and current policy. The policy changes are necessary to identify the policy learning that may be acquired (Bennet & Howlett 1992). We try to use the approach on a social learning process, which is a form of deep policy learning (Bennet and Howlett 1992). Social learning involves a reform on social construction, which focuses on rethinking of dominant view on a fundamental aspect of a policy (May 1992). Bennet and Howlett (1992) elaborate further on a social learning process which entails policy community as the subject, ideas as the object of the learning and paradigm shift as the intended learning effect. Hall (1993) discuss that social policy learning occurs when the state autonomously implements a particular policy despite societal pressure. This paper aims to identify policy learning from past social forestry policy and formulate a proper outlook for the new forest status in KHDTK Getas – Ngandong.

Methods

Data collection

This research uses a case study of social practice in KHDTK in Java forest. Specifically, we focused on historical processes of forest management policy in the KHDTK and completed with descriptive analysis. We identified two periods of policy implementation in forest resource arrangements in the KHDTK. First, the

condition before the PHBM and LMDH introduced and the storylines after the PHBM and LMDH established. We evaluate that past arrangement policy in managing the forest. Current management regime is neither state-managed nor autonomous by the community yet led by an academic institution. Therefore, we also would like to grasp the outlook of the governance by this academic institution.

The data collection is conducted through key informant interviews, observations and documents, and literature study. The key informant was selected purposively by identifying the actors involved in the past and current management of the forest area. First, we went to interview the facilitator of KHDTK and ask for the contact information of community key person. Then we went to the field to interview the member of the village administration key person, LMDH members, Perhutani staff, and the village commoners. We extend our interview for the current arrangement from the key person of the current manager. We also conduct observation through joining focus group discussion and direct field observation of the site to enhance our validity and reliability of our data. Document study was necessary to obtain and analyze the formal directives and regulation in the forest resource arrangement and finally complimented with a study of literature.

Table 1. List of Interviews

Tabel 1. Daftar Wawancara

Date	Location	Key Informants	No
26.06.2018	Ngawi	LMDH key person	1
26.06.2018	Ngawi	Village Administrative key person	2
26.06.2018	Ngawi	KHDTK Facilitator	3
27.06.2018	Blora	Village Administrative key person	4
28.06.2018	Blora	Local Staff of Perhutani	5
27.06.2018	Blora	LMDH key person	6
22.06.2018	Yogyakarta	KHDTK manager	7

Table 2. List of Observations

Tabel 2. Daftar Observasi

Date	Location	Observations	No
26.06.2018	Ngawi	Field Observation of KHDTK #1	1
27.06.2018	Blora	Field Observation of KHDTK #2	2
12.07.2018	Yogyakarta	Workshop with the Local Government and the University and Perhutani	3
13.07.2017	Yogyakarta	Meeting between University and the Ministry Representatives	4

Study site overview

This research conducted in the Forest for Special Purpose (KHDTK) Getas – Ngandong, which is currently under the management of Universitas Gadjah Mada, an academic institution. It is located administratively in Ngawi Regency, East Java but which also extended in Central Java area. It has a total area of 10.901 hectares which previously managed under two Forest Sub-District (BKPH/ Bagian Kesatuan Pemangkuan Hutan) Getas and Ngandong of Perhutani. The forest area also comprised and sharing borders with several villages from two regencies i.e., Ngawi and Blora. Specifically, sixteen villages located in the area of KHDTK Getas and Ngandong. Between 2005-2008, Perum Perhutani launched Collaborative Forest Management Program (PHBM/PHBM) program to incorporate the rural people in forest management in this area. The program was implemented by establishing local community forest institutions (LMDH) in each village, which aimed to give more equitable rights and access to forest resources in the state forest area.

In 1989, a campus for student education and training center was established in the Getas Village (in the Perhutani forest area at the time). There was quite an intensive research program by the faculty in the area e.g., Optimum Teak Forest Management (1990), Teak Tree Improvement Project (1995-2003), and Integrated Forest Farming System (2014-current). Meanwhile, the previous program of PHBM and forest production management by

Perhutani was deemed insufficient, which inspires Faculty of Forestry UGM to provide a better model of commercially monsoon forest management. The higher academic institution in Indonesia mandated with Tridharma Perguruan Tinggi, three responsibilities of higher education institution, namely education, research, and community services. Decision Letter of Ministry of Environment and Forestry no.632/Menlhk/Setjen/PLA.o/8/2016 Dated August 9, 2016, stipulate the forest area is mandated from the Ministry of Environment and Forestry and designated as education and training (diklat) forest. In line with *tridharma*, management rights for a state forest area have granted to the UGM which is previously managed by the state forest enterprises, Perum Perhutani, Forest District (KPH/Kesatuan Pemangkuan Hutan) Ngawi.

Results and Discussion

Conventional forest resource policy by the state through Perhutani

The extensive forest exploitation in Java can be traced back from the practice by the Dutch East India Company (VOC) in Java from 1677. VOC become the sole institution in managing the teak forests under the Dutch colonialism from 1675 to 1808 (Boomgaard 1992). In the VOC colonial era, the local community was obliged as the workers in teak harvesting program (blandongdiensten) (Warto 2009). A well-established and updated policy in utilizing forest resources was introduced as early as 1897 where the

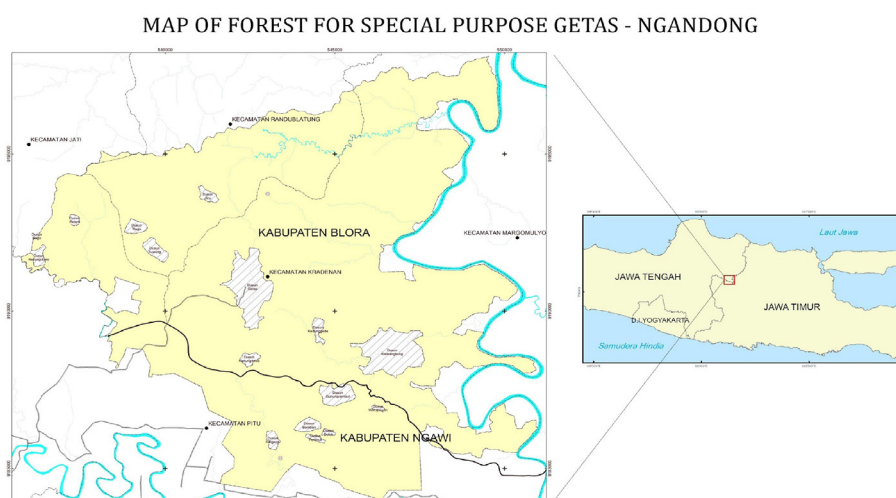


Figure 1. Research map location: KHDTK Getas – Ngandong
Gambar 1. Peta Lokasi Penelitian: KHDTK Getas - Ngandong

Dutch colonial release the *dienstreglement* which entails the establishment of Djawatan Kehutanan as the government institution to manage the forest.

Perhutani established in 1961 continuing state control over forest resources after Indonesia independence with a focus on securing national income from the forest resource utilization. It represents the state and operates autonomously and implement formal and strict control in securing forest resources by employing armed forest police (Peluso 1992). Concerning the forest communities, no legal access is allowed to utilize forest resources. The forest community was prohibited from accessing the forest resource for their livelihood. On the other hand, the forest management objective by the Perhutani is arranged by the Government Regulation (PP) no.15 / 1972 in article 3, namely to contribute to national development specifically in the forestry sector. The initial regulation does not regulate Perhutani responsibility for surrounding communities. Therefore, the initial policy of forest management by Perhutani exhibit a clear separation between rural people and forest resources focusing solely for national interests.

At the end of the 19th century, the local community residing near the forest were allowed to utilize state/ Perhutani forest area for crops for their livelihood, which is called *pesanggem* (Warto 2009). In our case in the KHDTK, agricultural cropping is revealed as their main livelihood activities in the forest, and it has been practiced since the community ancestor's era. Our key informants from the villages also inform that the practice of agricultural farming in forest land has been already taking place at least from the 1970s. Before the introduction of PHBM by Perhutani, the local people have utilized the state forest from one forest land area to another area (*peladangan berpindah*). They are allowed by Perhutani to utilize the forest land under the harvested stands, and juvenile stands with a maximum period of two years. Their main crops for agriculture is corn since it does not require intensive and extensive labor work compared to other crops. Before 1996, forest farmer could easily access the land to do agricultural farming under juvenile teak and obtain small wood for firewood. They believed the practice was allowed

since the forest resource is abundant (Gung Liwang Liwung). However, the local logging by the rural community on the state forest area was in fact against the law. This illegal activity showed that the encroachment and unauthorized logging caused the degraded forests. In the end, Perhutani attempted to halt the encroachment from the locals around 1996 since they considered the forest on the threat of diminishing resources and are being degraded.

Social forestry policy in the collaborative forest management program by Perhutani

The forest area in KHDTK previously was under the management of KPH Ngawi, a Perhutani forest district with a clear policy to maintain forest resources and gain profit in the Ngawi region. It has three modes of forest management policy i.e., production management, environmental management, and social management. The production and environmental policy by KPH Ngawi is formally designed to ensure the sustainable yield of timber. Meanwhile, the social management of KPH Ngawi focused on the development of a forest village as the core of PHBM of Perhutani. LMDH, as the local forest organization, is seen as the locust of forest management by the community. The aspiration on PHBM perceive the local community in the forest village as the partner and has equal rights and access in the forest resources. PHBM by Perhutani in the KHDTK implemented through the establishment of LMDH which almost simultaneously between 2005 to 2008 in sixteen villages in the area of BKPH Getas and Ngandong. Perhutani were assisting the local people in the establishment of LMDH in the development of organization statute, determining the working groups and the members in the LMDH, determining the land access and access of the local people and determining the benefit sharing from the timber production in the forest area.

Perhutani launched PHBM policy program, which brings the ideas about partnership management with the local community surrounding the forest. It requests local institution establishment (forest farmer group) which entails formal rules to arrange the interrelationship between the community and forest. The PHBM was instigated by the Perhutani which inspired by the diminished quality of forest from the

encroachment and unauthorized timber logging. The creation of LMDH was also strongly facilitated by Perhutani, which involves the formal guidelines in accessing and managing the forest resources. The appointment of the head of LMDH often steered by the Perhutani personnel. This showed that instead of becoming a deliberative process where the community takes the lead, Perhutani is the one who leads and determining the agreement output.

Furthermore, the benefit sharing that are agreed between the community and Perhutani is an imbalance with the proportion for the Perhutani is substantially higher i.e., 75% for Perhutani and 25% for the LMDH. In addition, it is also suggested that the community that utilizes the forest resources in the state area were requested to pay taxes from their harvested crops (*jimpitan*). This showed that Perhutani acted as landlord instead of forest resource manager by imposing taxes and does not represent equality. Moreover, the taxes for the harvested crop is being performed in both periods: pre-social forestry and social forestry period, which implies that no substantial changes occurred.

The forest village in KHDTK Getas – Ngandong is generally quite a remote area. Although several villages reside near the urban area, the infrastructure, such as roads, is generally very poor, which makes the villages is quite difficult to access. The education level also generally is low, with the majority of residents only completing elementary school. As a result, most of the residents work in the field as forest farmers and live in poverty. A survey from Faculty of Forestry Universitas Gadjah Mada in 16 villages in KHDTK found that the forest farmer uses state forest area more (73.64%) than their private land, village land, and rented land combined (26.36%). Poor infrastructure and low education level of these people leave them with no better life choice hence lead them to a highly dependent to (state) forest resources.

The forest area generally is in poor condition. Land cover data from the Faculty of Forestry Universitas Gadjah Mada in 2016 displays 35,27% area of KHDTK is critical land. Moreover, recent forest inventory in 2018 in the KHDTK area, which also conducted by Faculty of Forestry Universitas Gadjah Mada indicates 63.22% is juvenile stands (Age class I, II, and

III). Despite those three management policy modes which also incorporate the PHBM demonstrated by Perhutani, the forest resource potential on the current KHDTK area dominates by degraded area, and juvenile stands. As the representation of the state in this area, it is thought-provoking how these findings might also indicate a policy failure of Perhutani which showed by degraded forest and weak capacity of forest community despite the abundance of the forest resources in the past.

Lesson learned and way forward?

Maryudi et al. (2012) proposed an approach on evaluating community forestry program entailing the focus on poverty alleviation of direct forest users; empowerment of direct forest users; and improved forest condition. Empirically, we learned that the community was claimed to be *kantong kemiskinan* (centre of poverty) by the local government. We also identified regarding the empowerment of forest users the access for decision making to some extent, is recognized through the establishment of LMDH. However, if we refer to access to information and forest land and resources is remain limited. The agreement on LMDH establishment does not recognize information access to the local community, yet it does the other way. Additionally, the local community only able to utilize the forest land for their agricultural cropping limitedly and obtain the benefit sharing from the timber production based on Perhutani proposal without further discussion. The forest in Getas-Ngandong also in poor condition as bare land and juvenile stands dominate it. Therefore, it is safe to claim that the community forestry or social forestry program through CPFM by Perhutani is poorly achieved.

As proposed by Garret Hardin, state-led institution, or privatization is desirable to manage the common pool resources. We have learned that the old arrangement displayed very dominant control of forest resources through Perhutani, which is in line with what Hardin proposed for common pool resource management. However, the case in KHDTK Getas – Ngandong or previously the BKPH Getas – Ngandong forestland area showed that neither the state nor the private is successful in managing the forest as the common pool resources. As the forest is high in excludability, it

is very difficult to separate the local people from the forest resource nearby. On the other hand, Perhutani exists as the state enterprise, which has focused on gain economic benefits from timber exploitation. It has an aspiration that the timber should be secured for economic benefits to contribute to the national economy. Thus, the presence of the local community around the forest is neglected, and they have a very low participation rate in forest management. While the community dependence on the forest is high, they cannot access the forest legitimately and legally. This dilemma leads to poorly managed activities in the forest thus leads to forest degradation. Additionally members of the local community also become impoverished. The worsening condition of the forest and the poverty among the forest community instigated a more balanced initiative on forest management. The shift toward more diverged management has been elucidated in the form of social forestry. Social forestry demonstrated in the PHBM program, which aspires a mutual sharing, and ideal partnership principles do not manifest in the agreement and the field. The establishment of the local institution (LMDH) and the agreement does not represent fair access and participation process in forest resources arrangement. The state even perceived as absent, evidenced by the poor educational background of the people, poor infrastructure, and ideal facilities for the community.

Since 2016, the forest that was managed by KPH Ngawi Perhutani has been mandated to new forest manager, an academic institution with the change of forest status. The new manager has a long history and had gained trust from the local community. The new manager also does not represent landlord characteristics and have better acceptance with the local communities. In line with the spirit of Tridharma Perguruan Tinggi, the university also has a long story on conducting community empowerment, research as well as educational activities in the area of KHDTK. The university also cooperates with Perhutani in the research project for several times. In addition, from 2016, they also already started coordinates with the local community to establish a new local forest institution (LMDH) with the better participatory process. The aims of the forest management in KHDTK is indeed different from the conventional production forest management by Perhutani. Inspired

by the noble principle of Tridharma Perguruan Tinggi, the development of KHDTK is directed to be teaching agroforestech and function as a Training Center. This direction entails an integration between research, education, and community services to enable a high technology product and system of agriculture and forest. It appears that the new forest status could massively transform the direction of forest development. However, the regulation showed a rigid opportunity for further development of the community around the forest since the focus will be for the sake of educational and training purposes. As stipulated in the Ministry of Environment and Forestry Regulation (PermenLHK) no. 15/Menlhk/Setjen/Kum.1/5/2018, KHDTK designated for research, education, training, forestry development, religion, and culture purposes. In addition, the regulation does not regulate timber forest product utilization and limitedly only allow ecosystem services, land utilization, and non-timber utilization within the maximal area of 10% of the total area. The new forest status designates the forest in Getas - Ngandong to be utilized as an education and training forest. Under this limited function of forest, the positive university value with the community on the location could be discarded.

The problem in the forest area includes the degradation of the forest and the capacity of the forest community. Referring to deep policy learning, it requires rethinking the current practices and formulation better ideas and principles for future policy program. Perhutani has the resource and capacity to implement sustainable production forest management, yet the forest continues to be degraded. The past policies focusing on the economic aspect with emphasis on the teak production need to be changed. The forest development should include an emphasis on social focus start with building essential infrastructure and facilities to enhance the quality of life of the forest community before initiate the other aspect i.e., ecology and economy. The improvement of human quality is essential to enable the integration of the community on the ideal collaborative forest management. The KHDTK status appears not convincing to perform the social forestry principle since it displayed a lack of opportunity for social focus. In the case of KHDTK Getas - Ngandong, it is designated as education and training (diklat)

forest with no mention of the forest community. Although in principle, community services could be done integrated with science, administratively the regulation could constrain allowed activities supporting the social focus in the forest area.

Conclusion and Recommendation

The previous policy showed a state-dominated forest policy on forest resource management. Fundamental change, which acknowledges and facilitates other actors from the state such as the community should be done to enable good forest governance (Siswoko 2009). The trends are changing towards a more diverged management which demonstrated in social forestry ideas through the PHBM program by Perhutani. However, it is evident that in the field that forest condition deteriorates, the local people live in poverty and indicates a low level of participation in forest management. Referring to Maryudi et al. (2012) on community forestry evaluation, the social forestry embedded in PHBM looking not very pleasing. The worsening condition of the forest and low capacity of forest community called for a substantial change on the fundamentals of the policy. Under the deep policy learning, a substantial change from economic purposes to social purposes on the forest management in the KHDTK is vital. The social forestry paradigm that has been long established needs to be reviewed and perfected. Focusing on the social aspects are necessary to address before restoring ecological aspects and generating economical benefits from the forest. The university as the manager was inspired to teach agroforestech and establish a Training Center and to be a good model of monsoon forest management. However, this will be difficult to achieve under the new forest status since the problem of the forest is related to the social aspect. Flexibility is a key for the community-based forestry design and there should be a learning experience process to enable adaptive community-based forest management (Mukadasi 2008). The special purpose on the KHDTK terms ideally shall accommodate adjustable policy and should not constrain the management only for the research, education, training, forestry development, religion, and culture purposes. Under the new forest status does not allow flexible forest utilization for social development.

If the substantial issue of enabling a social focus on forest development could be resolved, the new manager will be challenged with several issues in implementing their policy. Vast resources and the robust institution are required to ensure the university success in implementing their new policy and principle. A proper organization with professional staffs should be established and placed in the area. Following ideal management of common pool resource through community-based (Peluso 1992), the local institution can be established after the manager also has a forest management institution. Subsequently, the university shall conduct active engagement and assistance since they were never closely assisted before. Finally, the institution should be joined with other forces. It is necessary to gain new allies and conduct a formal partnership with other institutions such as the old manager (Perhutani), the local government, and other prospective benefactors to empower the local community. Social issue in forestry currently become very prominent agenda. Therefore, social narrative can be used to build coalition with many arrays of stakeholder. As explained by Fatem et al. (2018), a common narrative could successfully link many stakeholders to make a coalition to achieve their goals. Finally, after the all those issues is resolved, the integration of science to policy program for better forest management can be implemented to provide a good example for Research Integration Utilization (RIU) model as scientific knowledge transfer (Böcher & Krott 2014).

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