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Social Forestry in West Sumatra: A Review on Regulation and Its Implementation in Hutan Nagari Salibutan

Perhutanan Sosial di Sumatra Barat: Tinjauan Regulasi dan Implementasinya pada Hutan Nagari Salibutan

Nurwansyah^{1*}, Hariadi Kartodihardjo², Iin Ichwandi²

¹Program Study of Forest Management Science, Faculty of Forestry and Environment, IPB University, Jalan Lingkar Kampus IPB Dramaga, 16680, Bogor, Indonesia

²Departement of Forest Management, Faculty of Forestry and Environment, IPB University, Jalan Lingkar Kampus IPB Dramaga, 16680, Bogor, Indonesia

*Email: nurwansyahjambak@gmail.com

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ABSTRACT

Social forestry is a program designed to address tenure conflicts, improve community welfare, and enhance environmental quality. Achieving the objectives of social forestry is not only limited to obtaining permits but needs more advanced, concrete, innovative business development that anticipates future challenges and prospects. Therefore, this research aimed to analyze West Sumatra Governor Regulation No. 52/2018 on the Implementation of Social Forestry Facilitation and its practical application in Hutan Nagari Salibutan. Data collection in this research included in-depth interviews and a literature review, while data analysis used descriptive qualitative methods, content analysis, and policy implementation. The results showed that Governor Regulation of West Sumatra No. 52/2018 supported national policy by accelerating social forestry, resolving tenure conflicts, and synchronizing the roles of various stakeholders. This Governor Regulation served as the technical reference in the field, and it comprised facilitation, institutionalization, monitoring and evaluation, and financing. Additionally, the implementation of regulations in Salibutan Nagari Forest correlated with these provisions, as evidenced by the activities carried out by the Forestry Service and the social forestry acceleration working group in collaboration with the Nagari Salibutan forest management institution. The consistency between the regulation's content and field implementation reflected this correlation.

INTISARI

Perhutanan sosial merupakan sebuah program yang diyakini mampu menjawab permasalahan tenurial, peningkatan kesejahteraan masyarakat, dan peningkatan kualitas lingkungan hidup. Realisasi perhutanan sosial tidak hanya sebatas mendapatkan izin, tetapi perlu pengembangan usaha yang lebih maju, konkret, inovatif, serta bisa melihat tantangan dan prospek ke depannya. Tujuan penelitian ini menganalisis Peraturan Gubernur Sumatra Barat (Pergub Sumbar) No. 52 Tahun 2018 tentang Pelaksanaan Fasilitasi Perhutanan Sosial dan Implementasinya di lapangan (Hutan Nagari Salibutan). Pengumpulan data dilakukan dengan wawancara mendalam (in-depth interview) dan kajian literatur. Analisis data dilakukan dengan pendekatan deskriptif kualitatif, analisis konten, dan analisis implementasi kebijakan. Hasil penelitian menunjukkan bahwa Pergub Sumbar No. 52 Tahun 2018 tentang Pelaksanaan Fasilitasi Perhutanan Sosial merupakan kebijakan daerah yang mendukung kebijakan nasional. Pergub ini mengatur tentang percepatan perhutanan sosial, penyelesaian konflik tenurial, dan sinkronisasi peran para pihak dalam perhutanan sosial. Pergub ini memiliki empat ruang lingkup yang dijelaskan dalam pasal-pasal, yaitu fasilitasi, kelembagaan, monitoring evaluasi, dan pembiayaan yang menjadikan acuan teknis di lapangan. Implementasi Pergub Sumbar No. 52 Tahun 2018 di Hutan Nagari Salibutan dapat terlaksana sesuai dengan amanat pergub dengan adanya kegiatan fasilitasi, kelembagaan, monev, dan pembiayaan yang dilakukan oleh Dinas Kehutanan dan Kelompok Kerja Percepatan Perhutanan Sosial kepada pihak Lembaga Pengelola Hutan Nagari Salibutan.

Introduction

The resolution of tenure conflicts and the improvement of forest communities' welfare have become widespread concerns, with social forestry (SF) evolving as a priority program. In Indonesia, social forestry has become a concept comprising the transfer of rights and resources to local communities near natural resources (Abimanyu 2023; Pambudi 2023). This concept further evolved in response to the deterioration of forest quality, which remains a persistent concern in various field conditions (Gracela 2021). Furthermore, the Indonesian government has identified social forestry as a strategic method for engaging communities to be partners in forest management development (Zakaria et al. 2018). By legally opening forest areas to forest communities, the underlying concept of empowerment associated with the social forestry agenda is expected to be realized as intended (Mahardika & Mulyani 2021).

The MoEF Regulation No. P.83/2016 on Social Forestry was enacted to harmonize the previous regulations (Mahardika & Mulyani 2021). In 2016, SF became a national priority program overseen by the Ministry of Environment and Forestry (MoEF) under Regulation No. P.83/MENLHK/SETJEN/KUM.1/10/2016. During the period, the government allocated 12.7 million ha to stimulate economic growth in forest villages. Community participation in this forest management initiative, dating back to 1995, includes the Community Forest Scheme and SF. The initiatives include five schemes: Community Forest, Village Forest, Community Plantation Forest, Customary Forest, and Forestry Partnership.

Indonesia's national social forestry regulation was updated with MoEF Regulation No. 9/2021 on Social

Forestry Management. This development follows the enactment of Law No. 11 of 2020 on job creation, which amends provisions related to forestry. These amendments include the insertion of Articles 29A and 29B, specifically addressing SF. The authority issues the Government Regulation (PP) No. 23/2021 to comply with the amendments. The specific guidelines for SF are delineated in Chapters VI, Articles 203 to 247. Further regulatory updates occur throughout 2023, including the issuance of Presidential Regulation No. 28/2023 on Integrated Planning for the Acceleration of Social Forestry Management. The timeline of changes in Indonesia's social forestry policy in the hierarchy of legislation can be seen in Table 1.

SF initiative in Indonesia is implemented nationwide, and every province actively participates, showing the central government's respect for regional autonomy by the provisions outlined in Law No. 23/2014 on Regional Government (Wulandari et al. 2017). For example, an SF program in West Sumatra has been identified as a crucial regional development objective in regions where administrative boundaries intersect with forest areas. Approximately 82% of the 950 Nagari villages are situated near or within forest areas, underscoring local communities' significant reliance on forest resources (Diskominfotik Sumbar 2023). By early 2023, SF was implemented on 271,745 ha with 169 groups, achieving 60% of the 522,000-ha target (Diskominfotik Sumbar 2022).

To accelerate progress, the West Sumatra Provincial Government further enacts Regulation (Pergub) No. 52/2018 to facilitate SF, resolve land tenure conflicts, and coordinate the roles of relevant stakeholders effectively. This Pergub is based on MoEF Regulation No. P.83/MENLHK/SETJEN/KUM.1/

Table 1. Timeline of Indonesia's Social Forestry Policy

| Types of Regulation | Year | Regulation |
|-------------------------|----------------------|---|
| Law | 1999 2020 | Law No. 41/1999 on Forestry Law No. 11/2020 on Job Creation |
| Government Regulation | 2007 2008 2021 | Government Regulation No. 6/2007 on Forest Planning and Preparation of Forest Management Plans, and Forest Utilization Government Regulation No. 3/ 2008 on Procedures for Designating Forest Areas Government Regulation No. 23/2021 on the Implementation of Forestry |
| Presidential Regulation | 2023 | Presidential Regulation No. 28/2023 on Integrated Planning of Social Forestry Management |
| Ministerial Regulation | 2013 2016 2021 | Minister of Forestry Regulation No. P.39/Menhut-II/2013 on Local Community Empowerment through Forestry Partnership MoEF Regulation No. P.83/2016 on Social Forestry MoEF Regulation No. 9/2021 on Social Forestry Management |

10/2016, which aims to accelerate social forestry through facilitation measures outlined in Chapter VI, further aiding communities in permit proposals and business development. Despite subsequent national updates such as Law No. 11/2020 and Regulation No. 9/2021, which emphasize community support, this Pergub remains correlated with these principles. Examining the existence of this Pergub, which oversees the implementation of policies, is crucial for determining the effectiveness of the SF program. Policy implementation is the process of achieving policy objectives (Mubarok et al. 2020). The policy objectives can only be achieved with proper implementation despite the regulation being prepared optimally. Therefore, this research aimed to analyze West Sumatra Governor Regulation (Pergub) No. 52/2018 on Social Forestry Facilitation and its practical application in Hutan Nagari Salibutan.

Methods

Data Collection

In this research, the data collected were classified as either primary or secondary and conducted through a review of relevant literature and in-depth interviews with key informants possessing requisite competence. The informants were selected using a snowball sampling method, starting with the initial informants selected purposively (Hadi 2020). The interviewees and question guides were presented in the following Table 2.

The West Sumatra Governor Regulation No. 52/2018 was subjected to content analysis following the methodology proposed by Bungin (2015). The methodology for analyzing qualitative data was analogous to that adopted for quantitative data (Bungin 2015). Furthermore, the research started with

Table 2. Interview-Related information

| No | Source | Place and time of interview | Guiding questions |
|----|--|---------------------------------------|--|
| 1 | Forest Service (Social Forestry Division) | Forest Service Office, 5 October 2023 | <ul style="list-style-type: none"> • How did social forestry in West Sumatra develop? • What were the effects of the enactment of West Sumatra Governor Regulation No. 52/2018? • What actions did Dishut take regarding SF? • Based on Governor Regulation of West Sumatra No 52/2018, what was the importance of regulation, benefits, expected changes, program implementers, actor strategies, resources used, characteristics of institutions (the social forestry acceleration working group), decision making, and compliance in running the program? |
| 2 | Wali Nagari Salibutan | Wali Nagari Office, 10 October 2023 | <ul style="list-style-type: none"> • How was Governor Regulation of West Sumatra No. 52/2018 applied in the field? • How was the development of SF in Nagari Salibutan? • What changes were felt after SF? • What were SF facilitators doing in Nagari Salibutan? |
| 3 | Chairman of the Nagari Salibutan forest management institution | Nagari Salibutan, 11 October 2023 | <ul style="list-style-type: none"> • What were the reasons for participating in the SF program? • How did SF impact the community? • How did the implementation of West Sumatra Governor Regulation No. 52/2018 in Nagari Salibutan relate to institutional facilitation, monitoring and evaluation, and financing considering the importance of regulation, benefits, changes, actor strategies, program implementers, resources used, decision-makers, institutional characteristics, and program compliance? • How was the Nagari Salibutan forest management institution described? • What strategies were used to advance the Nagari Salibutan forest management institution? • What activities were carried out by the Nagari Salibutan forest management institution? |
| 4 | Wali Korong Gamaran | Nagari Salibutan, 11 October 2023 | <ul style="list-style-type: none"> • How was the history of participating in SF program? • How had the community felt the impact of SF? • Did the community actively participate in activities related to SF? |
| 5 | Community leaders (youth leaders) | Nagari Salibutan, 12 October 2023 | <ul style="list-style-type: none"> • What had the youth of Nagari Salibutan done to advance SF? • How did SF impact the local youth? |

an analysis using specific symbols to classify data according to established criteria and formulate predictions with particular analytical methods. A content analysis was conducted on the relevant laws and regulations, specifically West Sumatra Governor Regulation No. 52/2018, regarding the implementation of SF Facilitation to determine how well the regulatory text addressed various factual issues pertinent to the field (Suhada 2019). Additionally, the research focused on providing a comprehensive description of the message communicated in a specific text and offering insights into the phenomenon under investigation (Eriyanto 2011). The articles were then categorized based on the scope of the Governor's regulation, and a content analysis of that scope was performed.

Analytic Framework

The interview data were analyzed using the implementation analysis method of Grindle (1980) to determine the extent of the application in the field. This method focused on program-level administrative actions and how activities influenced by policies achieved specific targets. The effectiveness of a public policy's implementation was measured by the extent to which desired outcomes were achieved (Grindle 1980). The success of policy implementation could be evaluated by examining how the process of applying policies correlated with the intended outcomes and assessing the impact of these policies on society, individually and collectively. Furthermore, the success of the implementation largely depended on the degree of policy application, including the content of the policy and the context of implementation. The policy content comprised the interests, type of benefits, anticipated changes, decision-making locations, program implementers, and the resources used. The implementation context further included the power,

interests, and strategies of actors, institutional and regime characteristics, and levels of compliance and responsiveness. According to Grindle's method, these elements form the framework for understanding policy implementation. This research adopted Grindle's frameworks partially, as only some of the principles were used to explain the policy implementation process. Instead, the framework relevant to West Sumatra Governor Regulation No. 52/2018 was adopted. The implementation elements were further adapted to suit the scope of regulation, focusing on articles related to the Grindle framework. These articles were subsequently analyzed based on the content and implementation to understand the implementation process (Table 3).

Result and Discussion

Governor Regulation (Pergub) No. 52/2018

The West Sumatra Regional Government enacted Regulation No. 52/2018 to expedite community access to SF management. This regulation correlated with the MoEF Regulation No. P.83/MENLHK/SETJEN/KUM.1/10/2016 which outlined the framework for SF facilitation. Chapter VI of this regulation specified the responsibilities of local governments in supporting holders of various SF permits, including HPHD, IUPHKm, IUPHHK-HTR, Forestry Partnership, and Customary Forest permits (Table 4). It further mandated local governments to assist in processing applications, enhancing institutional capacity, developing human resources, and expanding business opportunities and market access. In this context, Article 61, paragraph 3 established the role of the social forestry acceleration working group in supporting the efforts. Implementing SF in West Sumatra was crucial due to the socio-economic conditions and the region's reliance on forests, which played a crucial role in

Table 3. Grindle's Implementation Elements on the Scope of Pergub

| | Scope of Governor Regulation | | | |
|---|--|--|--|---|
| | Facilitation | Institutional | Monitoring and Evaluation | Financing |
| Grindle's (1980) implementation elements used | <ul style="list-style-type: none"> • Interests affected • Type of benefit • Degree of change expected • Actor strategy | <ul style="list-style-type: none"> • Interests affected • Type of benefit • Program implementers • Agency characteristics • Compliance and responsiveness | <ul style="list-style-type: none"> • Benefit type • Program implementers • Resources Engaged • Compliance and responsiveness | <ul style="list-style-type: none"> • Resources Engaged |

Table 4. Review of the Scope of West Sumatra Governor Regulation No. 52/2018

| Scope of Governor Regulation No. 52/2018 | Description |
|--|---|
| Facilitation (Chapter II) | <ul style="list-style-type: none"> • Facilitation of preparation (Articles 5, 6, 7). • Facilitation of plan preparation (Articles 9, 10, 11). • Facilitation of business development (Article 12). |
| Institution (Chapter III) | <ul style="list-style-type: none"> • Working group for accelerating SF (Articles 13, 14, 15, 16, 17). • Role of relevant regional apparatus (Article 18). |
| Monitoring and Evaluation (Chapter IV) | <ul style="list-style-type: none"> • Monitoring and evaluation of planning (Article 19). • Monev on organization (Article 20). • Monitoring and evaluation of implementation (Article 21). |
| Financing (Chapter V) | <ul style="list-style-type: none"> • Sources of SF Financing (Article 22) |

community well-being and further supported diverse economic, religious, spiritual, educational, and public health functions. Promoting sustainable collaborative forest management with the community was essential due to the 82% of West Sumatra's Nagari located near forests and facing higher rural poverty rates. The SF initiatives were also crucial in improving Nagari communities' economic conditions, which alleviated poverty and reduced unemployment (Dishut Sumbar 2021a).

In this context, West Sumatra Governor Regulation No. 52/2018 comprised seven chapters and 23 articles that served as guidelines for implementing SF facilitation. This Governor Regulation aimed to accelerate social forestry, resolve tenure issues, and regulate the coordination, integration, and synchronization of parties engaged in social forestry through facilitation, institutionalization, monitoring and evaluation, and financing. Local governments play a crucial role in supporting various stakeholders, including communities, holders of HPHD, IUPHKm, IUPHHK-HTR, Forestry Partnerships, and Customary Forest Holders. They offer various facilitation services, including preparation, planning, and business development. Preparation facilitation, for instance, can take the form of application proposal facilitation, institutional strengthening, capacity building, and work area boundary facilitation. Similarly, planning facilitation includes the facilitation of HN/HD/IUPHKm, IUPHHK-HTR planning, forestry partnership management plans, and customary forest management plans.

The Regional Government established a Working Group for Accelerating SF (the social forestry acceleration working group) to expedite the preparation and development of SF. The membership

of the social forestry acceleration working group comprised representatives from local government, non-governmental organizations, universities, and the business community. The social forestry acceleration working group was responsible for facilitating SF preparation, stimulating SF development, coordinating, integrating, and synchronizing the work programs of regional apparatus organizations in motivating SF, monitoring and evaluation, and conflict resolution. In facilitating the preparation and development of SF at the site level, the social forestry acceleration working group was assisted and supported by the Nagari Government, Forestry Extension Workers, State-Owned, Regional-Owned, Private-Owned, Village-Owned Enterprises, and Cooperatives. The social forestry acceleration working group was responsible for coordinating and integrating the work programs of relevant regional apparatus, regency or city governments, vertical agencies, and technical implementation units of the MoEF.

The monitoring and evaluation included forest management planning, achievement of SF facilitation and targets, requests for changes in group or institution structure and SF area, implementation of SF business development, and constraints to SF development. The local government, the social forestry acceleration working group, and accompanying facilitators conducted monitoring and evaluation. They performed the monitoring biennially and evaluation annually. The monitoring and evaluation results should be submitted to the Governor by the Head of the Forestry Service. In this aspect, SF implementation could be financed through various avenues, including regional or state revenue and expenditure budgets and other legal sources of

funds.

West Sumatra Governor Regulation No. 52/2018 on Implementation of Social Forestry Facilitation served to augment the central government's policy by providing indispensable regional support. This regulation established specific guidelines and procedures to ensure effective SF implementation at the regional level, complementing the overarching national framework. It also addressed technical and procedural aspects by facilitating collaboration among regional agencies not covered by central regulations and enhancing SF programs' capacity and technical support. Furthermore, the regulation stimulated the provision of essential facilitation and funding assistance to local communities, reinforcing the comprehensive implementation of SF in West Sumatra.

The social forestry acceleration working group was instrumental in driving social forestry initiatives at the regional level (Raharjo et al. 2020). Comprising government and non-government agencies, it coordinated and managed services for communities engaged in forest resource management. West Sumatra Governor Regulation No. 52/2018 further outlined the framework in Articles 13-17, with a strong

emphasis on coordination between regional government agencies, NGOs, academia, and businesses. The primary tasks of the social forestry acceleration working group included facilitating the preparation, development, monitoring, and evaluation of social forestry projects. It also integrated departmental work programs which ensured coherence and addressed conflicts.

The social forestry acceleration working group, supported by a Secretariat, was pivotal in accelerating SF management. It managed the formation of district or city the social forestry acceleration working group, held regular biannual meetings, and reported to the Governor to review SF progress. The Nagari government, forestry extension agents, state-owned enterprises (SOEs), local government-owned enterprises (BUMDs), village-owned enterprises (BUMDes), cooperatives, and private companies worked closely together with the Chief Executive to prepare and develop SF sites. These coordination meetings facilitated data sharing and recommendations among stakeholders to optimize SF, correlating with West Sumatra Governor's Regulation No. 52/2018. The SF program, implemented in every province in Indonesia by the Provincial Forestry

Table 5. Social Forestry Achievements by Scheme in West Sumatra in December 2023

| Social Forestry Scheme | Number of Social Forestry Units | Number of Households | Social Forestry Area (ha) | Number of KUPS Units |
|-----------------------------|---------------------------------|----------------------|---------------------------|----------------------|
| Nagari Forest | 127 | 168,369 | 240,482 | 167 |
| Community Forest | 65 | 6,147 | 37,245 | 60 |
| Community Plantation Forest | 4 | 91 | 2,247 | 0 |
| Indigenous Forest | 5 | 1,154 | 6,942 | 5 |
| Forestry Partnership | 4 | 131 | 638 | 2 |
| Total | 205 | 175,892 | 287,554 | 234 |

Source: modified from sipsumbar.dishut.sumbarprov.go.id

Table 6. Social Forestry Achievements by Scheme between 2011 and 2023 in West Sumatra in December 2023

| Year | Area of Social Forestry Scheme (ha) | | | | | Total |
|------|-------------------------------------|------------------|-----------------------------|-------------------|----------------------|--------|
| | Nagari forest | Community Forest | Community Plantation Forest | Indigenous Forest | Forestry Partnership | |
| 2011 | - | - | 125 | - | - | 125 |
| 2012 | 1,738 | - | 57 | - | - | 1,795 |
| 2013 | - | - | 426 | - | - | 426 |
| 2014 | 780 | 1,411 | 1,590 | - | - | 3,781 |
| 2015 | 16,567 | 2,000 | - | - | - | 18,567 |
| 2016 | 16,028 | 496 | - | - | - | 16,524 |
| 2017 | 59,710 | 19,177 | - | - | - | 78,887 |
| 2018 | 84,125 | 3,664 | 7 | - | - | 87,796 |
| 2019 | 2,791 | 821 | - | 6,942 | - | 1,554 |
| 2020 | 295 | - | - | - | 434 | 729 |
| 2021 | 7,349 | 1,482 | - | - | 202 | 9,033 |
| 2022 | 47,995 | 6,523 | - | - | - | 54,518 |
| 2023 | 22,012 | 6,192 | - | - | - | 28,204 |

Source: modified from gokups.menlhk.go.id

Service, significantly impacted West Sumatra by the end of 2023. The distribution of SF adoption comprising 287,554 ha out of the 522,000 ha allocation, benefiting 205 groups and 175,892 households, became a testament to the collective efforts of all stakeholders (Table 5 and Table 6).

The Nagari Forest scheme represented the most prevalent SF initiative in West Sumatra (Table 5). The prominence was due to the geographic proximity of many Nagaries to forest areas and the significant reliance of local communities on forest resources. Approximately 82% of West Sumatra's Nagari were situated in or adjacent to forest areas (Diskominfotik Sumbar 2023). The Community Forest (HKm) scheme occupied the second position, suggesting significant utilization of forest resources by community groups or cooperatives alongside communal forests managed by Nagari.

Before the enactment of this regulation, the provincial government supported only SF socialization. The enactment of West Sumatra Governor Regulation No. 52/2018 marked a crucial year for accelerating SF and fostering regional cross-sector collaboration by broadening its support, including technical guidance, facilitation, and funding support for community initiatives, ensuring structured and effective coordination among OPDs. Before 2018, the focus of SF in West Sumatra was primarily on Nagari and community forest licenses, which steadily increased from 2011 to 2018 (Table 6). Post-2018, SF licensing scope expanded to include community plantations, customary forests, and forestry partnerships. This broader facilitation included collaboration with various stakeholders. Despite growth fluctuations influenced by factors such as global pandemics, the total social forestry area in West Sumatra expanded from 2018 to 2023, showing regulation's positive impact. The regulation also emphasized collaboration, particularly with Provincial Government agencies (OPDs), enhancing community empowerment efforts.

The West Sumatra provincial government further integrated SF management into the regional planning through the 2021-2026 Regional Medium-Term Development Plan (RPJMD). The RPJMD aimed to achieve 250,000 ha of SF managed by community groups over five years, equating to 50,000 ha annually.

Funding for SF included allocations from the Revenue Sharing Fund for Reforestation (DBH DR). The most significant portions of this budget supported Forest Management Unit (FMU) operations and SF activities with IDR 2.53 and 1.46 billion, respectively (Mardhotillah et al. 2022). Forestry Service supported by UPT KPH provided technical assistance for DBH DR activities, focusing on facilitating access to SF management and enhancing community business group classifications.

Policy Implementation

The success of policy implementation, as postulated by Grindle (1980), could be discerned from the policy implementation process and the impact of the implemented policies on society. The following section further examined the implementation of West Sumatra Governor Regulation No. 52/2018 on the implementation of SF Facilitation based on two critical factors outlined by Grindle (1980) within the Nagari Salibutan Forest.

Nagari Salibutan was part of the Nagari in Lubuk Alung District, Padang Pariaman Regency, West Sumatra Province. Following the data provided by the Central Statistics Agency (BPS) in 2023, Nagari Salibutan comprised an area of 15.08 ha at an altitude ranging from 23 to 1,375 masl. The topography was predominantly hilly, with 75% of the area comprising hills and 25% consisting of land. The primary sources of income for the residents of Nagari Salibutan were agriculture/plantations, forestry, fisheries, livestock, and environmental services. The population of Nagari Salibutan also consisted of 1,332 individuals, with a balanced gender distribution of 672 males and 660 females.

In 2019, the MoEF granted a permit for Nagari Salibutan forest, a forest area utilization permit through a ministerial decree (number SK.6152/MENLHK-PSKL/PKPS/PSL.o/7/2019) covering an area of 2,791 ha within the Bukit Barisan protected forest area. This permit was granted to the Salibutan Nagari Forest Management Institution (LPHN). Subsequently, the LPHN Salibutan established three Social Forestry Business Groups (KUPS), which engaged in diverse activities to optimize the potential of forest resources and achieve sustainable forest management. These fields were agroforestry,

Table 7. Grindle's Implementation Element in the West Sumatra Governor Regulation No. 52/2018

| Grindle Implementation Elements (1980) | Scope of Governor Regulation | | | |
|--|------------------------------|----------------|---------------------------|------------|
| | Facilitation | Institution | Monitoring and Evaluation | Financing |
| Interests affected | Article 4-12 | Article 13, 18 | - | - |
| Benefit type | Article 4 | Article 13 | Article 19 | - |
| Expected degree of change | Articles 6-7 | - | - | - |
| Location of decision-makers | - | - | - | - |
| Program implementer | - | Article 13 | Article 20 | - |
| Resources engaged | - | - | Article 20 | Article 22 |
| Actor strategy | Article 7 | - | - | - |
| Institutional characteristics | - | Article 13-18 | - | - |
| Compliance and responsiveness | - | Article 18 | Article 21 | - |

ecotourism, and non-timber forest products (NTFPs). In the agroforestry sector, KUPS Asam Kandis Bundo Gamaran was established to develop a business-oriented towards the processing of kandis acid into a range of products, including syrup and soap. In the field of ecotourism, KUPS Nyarai was established to develop the tourism potential of Lubuk Nyarai Waterfall. In non-timber forest products (NTFPs), the KUPS Galo-Galo Honey Bee was established to develop the production of Galo-Galo bee honey.

Implementation Process

Policy implementation was defined as the activity undertaken after the issuance of a legal directive pertaining to regulation. It further comprised the management of inputs to produce outputs or outcomes for the benefit of the community (Iskandar 2013). This activity represented a subsequent phase in the process of implementing policy, occurring after the initial establishment and aimed at addressing a specific problem within the public sphere. Implementation elements proposed by Grindle and used in the context of West Sumatra Governor Regulation No. 52/2018 were presented in Table 7.

Facilitation

Articles 4 to 12 elucidated the rationale behind the implementation of West Sumatra Governor Regulation No. 52/2018. It further showed that this policy aimed to accommodate the interests of communities seeking to obtain the utilization of forest area permits for SF. This community interest was manifested in the provision of assistance from the initial stages of permit preparation through to the subsequent stages of business development. Following Article 4, paragraph 1 of West Sumatra

Governor Regulation No. 52/2018, the benefits of this facilitation were extended to communities, HPHD and IUPHHK-HTR holders, and forestry partnerships, as well as customary stakeholders who expressed the desire to obtain forest area utilization permits for SF. Furthermore, Article 6 of West Sumatra Governor Regulation No. 52/2018 stipulated that the anticipated outcomes of this facilitation activity were to enable communities and Nagari institutions to establish effective organizational structures with robust governance and to facilitate the development of transparent and accountable financial management practices. Article 7 also stipulated that the facilitation was intended to foster innovation in business practices among the community. The facilitation strategy used an intensive method, providing comprehensive assistance to the community from the initial permit preparation stage to achieving defined objectives. Additionally, Article 7 outlined other facilitation strategies, including providing guidelines, modules, educational tools, and training as learning guidelines for the community to enhance the capacity for forest management.

The interviews with resource persons showed that the facilitation activities included in the Governor Regulation could be effectively implemented and served as an attractive incentive for communities to participate in the SF program, evidenced by the observed rise in community participation in forest management with a 1-4% increase from 2016 to 2020 due to assistance from Forestry Service (Dishut Sumbar 2021b). The community further acknowledged that the facilitation assistance rendered the preparation of SF permit files a relatively straightforward process, due to the consistent accompany from the initial stages of preparation to

business development. This perspective was also expressed by the Head of the Nagari Salibutan Forest Management Institution, who stated the following.

“Governor's regulation mandated efficient licensing processes by assisting in document preparation and submission for forest area utilization permits. Forestry Service, aided by extension workers, offered detailed guidance and support to ensure accurate and compliant permit applications. Additionally, the service strengthened village or Nagari forest institutions through forest management bodies, promoting effective organizational management and providing community education and training. Facilitators regularly monitored and provided training sessions on KUPS operations to enhance community engagement and operational effectiveness”.

Institution

The SF Acceleration Working Group (the social forestry acceleration working group) was constituted by West Sumatra Governor Regulation No. 52/2018 as detailed in Articles 13 to 17. It played a crucial role in accelerating SF efforts that correlated with the targets outlined by the Forestry Service. Article 13, Paragraph 1 further underscored the essential role of the group in attaining the desired outcomes. To accelerate SF initiatives, Article 18 mandated collaboration among regional apparatus. Following Article 13, Paragraph 3, the social forestry acceleration working group was responsible for preparing and developing SF initiatives, coordinating OPDs, monitoring and evaluating progress, and resolving conflicts. By Article 18, the participation of regional apparatus served to advance community benefits through the implementation of business planning and development initiatives. As delineated in Article 13, Paragraph 2, membership comprised local government, non-governmental organizations (NGOs), academic institutions, and businesses, ensuring comprehensive community benefits. Furthermore, Article 16 underscored the role of the Nagari government, forestry workers, state-owned enterprises (BUMN), regional-owned enterprises (BUMD), private enterprises (BUMS), village-owned enterprises (BUMDes), and cooperatives at the local

level in providing support.

The social forestry acceleration working group was interested in effectively advancing and accelerating SF implementation. The social forestry acceleration working group provided tangible benefits that could be observed at the community level. These included assistance in preparing SF, business development, and conflict resolution. All elements mentioned in the Governor's regulation article were included in assisting in the field implementation of the SF program. This was communicated by Wali Nagari Salibutan in the following statements.

“The Nagari Government strongly supported the SF program, expecting it to enhance the economic situation in Nagari Salibutan. Success relied on broad support from stakeholders, including the Forestry Service, NGOs, academia, and businesses, all correlated with the Nagari Government's goals for advancing SF in Nagari Salibutan. Tangible benefits seen in the community fostered optimism for the program's future success in Nagari Salibutan”.

Furthermore, the Forest Service provided additional information regarding this the social forestry acceleration working group.

“The social forestry acceleration working group fostered cross-sector collaboration to support the success of SF. The diverse components worked together to accelerate the program's progress through targeted activities. The Working Group enhanced SF development by assisting with community tasks. Effective SF implementation required collaboration among multiple OPDs, not solely relying on Forestry Service to ensure economic benefits for communities near forest areas”.

Monitoring and Evaluation

Article 19, Paragraph 2 of West Sumatra Governor Regulation No. 52/2018 identified the advantages of financial resources in maintaining consistency in the planning, organization, and implementation of activities. This was done to assess forest management planning, the achievement of SF facilitation and targets, the application for changes in group structure

and SF area, implementation of SF business development, and the constraints to SF development, as mentioned in Article 19, Paragraph 1. By Article 20, paragraph 1 of Governor Regulation of West Sumatra No. 52/2018, the implementers of this monitoring and evaluation activities were the local government, the social forestry acceleration working group, and the accompanying facilitators. Following Article 21, paragraph 1, of Governor Regulation of West Sumatra No. 52/2018, monitoring should be conducted biannually, while evaluation should be conducted annually. The results of these assessments were documented in a recommendation report, which the Head of the Forestry Service submitted to the Governor.

In the field, monitoring and evaluation activities were conducted to provide feedback and guidance to SF forest management institutions in enhancing performance in various areas. SF facilitators monitored and evaluated all activities, allowing for the proper KUPS activities. This process enabled the improvement of forest management institutions' management capacity, ensuring the completion of activities satisfactorily and expectedly, as confirmed by the LPHN Chairman Salibutan in the following statements.

"The regular monitoring conducted by the facilitators contributed to the continued enthusiasm for implementing SF activities. The facilitator conducted weekly routine monitoring and performed an evaluation every three months. The facilitator's presence allowed for greater freedom of discussion and dialogue regarding the advancement of SF in the village. Moreover, the assessment provided by the facilitator served as valuable input for the LPHN in organizing and planning future activities. It also offered insights to the KUPS and enhanced the quality of the future endeavors".

Financing

Article 22 stipulated that SF financing was derived from the Regional and State Revenue and Expenditure Budget, as well as other legitimate sources of funds. In addition to these budgets, SF in West Sumatra used the DBH DR budget and corporate social responsibility (CSR) funds from PT Semen Padang.

Policy Impact

The LPHN Salibutan, which was a village or Nagari institution, was responsible for managing the village forest to benefit the community (Ekawati et al. 2020). These institutions assumed the form of cooperatives or local village-owned enterprises within the village administrative area. The LPHN Salibutan, a village or Nagari institution, was responsible for managing the village forest to benefit the community (Ekawati et al. 2020). The institution assumed the form of cooperatives or local village-owned enterprises within the village administrative area. The LPHN members had equal positions. They were individuals of the Nagari Salibutan population. The MoEF decree No. 6152/MENLHK-PSKL/PKPS/PSL.o/7/2019 pertained to the conferral of village forest management rights upon LPHN Salibutan defined the organizational structure of the LPHN Salibutan (Figure 1). It comprised the following elements.

- a. Advisors: Lubuk Alung Sub-District Head, Wali Nagari Salibutan Lubuk Alung, Wali Korong in Nagari Lubuk Alung, and Ninik Mamak in Nagari Lubuk Alung.
- b. Supervisors: West Sumatra Forestry Service, Padang Pariaman District Agriculture, Plantation and Forestry Service, KPHL Bukit Barisan Resort III Kota/Kab. Padang Pariaman, and forestry extension workers in the assisted area.
- c. Chairman: Amir Husin
- d. Vice chairman: Donal
- e. Secretary: Selhendrizal
- f. Treasurer: Syarial

LPHN Salibutan engaged in various activities to ensure the sustainable management and preservation of the Nagari forest, promote environmental conservation, and facilitate community empowerment. The work programs operated by LPHN Salibutan comprised various activities including forest conservation and rehabilitation, forest-based economic development, education and extension, community empowerment, monitoring and evaluation, collaboration and partnership, environmental awareness and campaigns, and capacity and institutional development. Furthermore, the head of LPHN Salibutan delineated the procedure for obtaining an SF license in Nagari

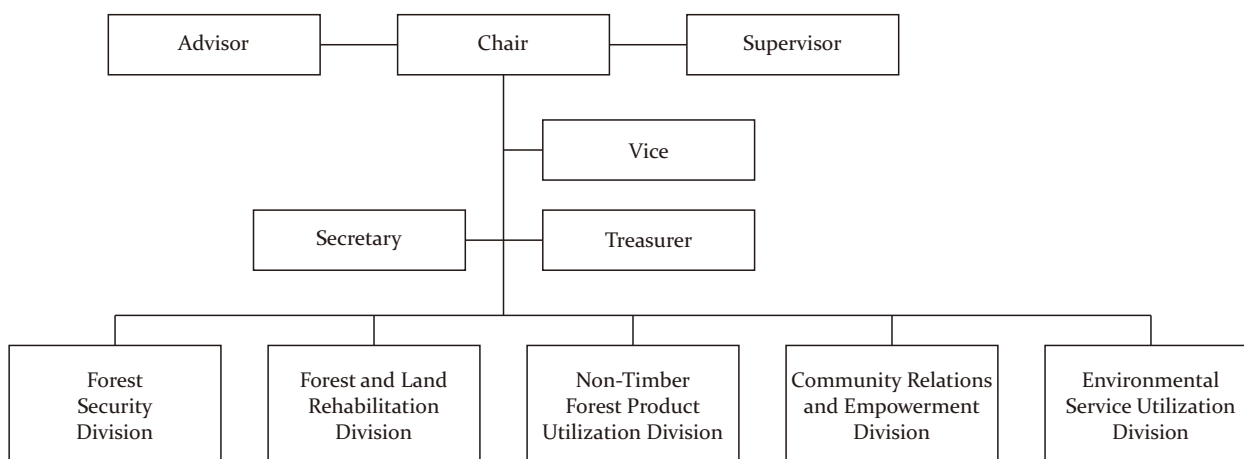


Figure 1. Organizational Structure of LPHN Salibutan

Salibutan as follows.

"Before the introduction of SF, the community relied on illegal logging for livelihoods. Increased natural disasters due to deforestation and government support for SF prompted community participation in the program. This initiative aimed to improve the community's economic well-being while preserving forests. We engaged all relevant parties in Nagari Salibutan to prepare and submit the necessary permits to the Forestry Service. The SF personnel assisted in preparing materials and developing business plans. Post-permit acquisition, ongoing support focused on enhancing local economic impact through SF businesses. Monitoring and evaluation activities, including facilitators and Forestry Service, strengthened institutional capacity at LPHN Salibutan. Government financial aid and stakeholder collaboration were crucial in fostering the community's growth and progress in SF development".

Forestry Service and the social forestry acceleration working group facilitated LPHN Salibutan with the assistance of forestry extension workers and SF assistants, ensuring the effective implementation of all planned activities. This also showed that the Forestry Service effectively implemented the provisions outlined in West Sumatra Governor Regulation No. 52/2018. The Forestry Service communicated this as follows.

"The primary challenge lay in securing area utilization permits following the initial stages.

The objective was to empower local communities to harness the economic potential within forest areas. The SF aimed to improve families' economic well-being by promoting enterprise development. The community prioritized guiding and supporting each SF group to identify and strategize the area's potential. Socialization and infrastructure support also continued to ensure sustainable benefits from existing SF initiatives".

In general, the Forestry Service effectively implemented West Sumatra Governor Regulation No. 52/2018. This was evidenced by the provision of assistance in the preparation of permits, efforts to institutionalize regulation, monitoring and evaluation activities, and financial assistance (Dishut Sumbar 2021b). Interviews with community members showed that regulation had a significant positive impact on the community, particularly in permit preparation, business development initiatives, and financial support for planned projects. The impact of this regulation could be observed in Table 8 as presented below for reference.

Implementation of SF initiatives within local communities had a markedly beneficial impact on all engaged lives, leading to significant improvements in various aspects of the lives. Wali Korong Gamaran showed that SF in the area led to beneficial alterations to the community with the following statement.

"The community has experienced significant impacts and changes, significantly increased awareness of forest conservation. There is a

Table 8. Impact of implementation of West Sumatra Governor Regulation No. 52/2018

| Scope of Governor Regulation No. 52/2018 | Impact on society |
|--|---|
| Facilitation | Regular assistance from license application to business development |
| Institutional | Facilitation by the social forestry acceleration working group and support from relevant OPDs |
| Monitoring and Evaluation | Improving the institutionalization of LPHN Salibutan |
| Financing | Budget assistance in carrying out activities |

stronger emphasis on replanting trees to restore the forest ecosystem and prevent future degradation. This shift has also led to decreased illegal logging activities, which previously posed legal risks and social isolation for workers. Training programs have fostered community engagement and openness, providing social opportunities through activities in KUPS, contrasting with the solitary nature of illegal logging work".

Secondary data corroborated the results. LPHN Salibutan further achieved an 80% reduction in illegal logging activities and a significant transition of former loggers into the tourism sector, with over 150 individuals currently hired as tour guides (Figure 2) (Arian 2022). This livelihood transition was attributable to the enhanced economic potential afforded by the establishment of Nyarai Ecotourism, facilitated by various stakeholders.

The Salibutan LPHN's primary source of revenue was derived from the Nyarai KUPS, which was

centered on ecotourism in Nyarai due to its distinctive natural beauty, comprising significant rock formations and unique ecosystems. The Salibutan LPHN was acknowledged by the West Sumatra Provincial Government as a representative of SF in the region at national events (Arian 2022). Figure 3 further showed a decline in the number of tourists visiting Nyarai annually, largely attributed to the challenging terrain that restricted access to the region. This area became particularly interesting for tourism. The fee for tracking was 30,000 Indonesian rupiah (IDR) per visitor, amounting to a total revenue of IDR74,880,000 in 2022. This revenue stream had a significant positive impact on the local community, with additional income generated from the sale of souvenirs and homestay accommodation, thereby enhancing the economic opportunities available to residents. The growth of ecotourism along the Nyarai trail stimulated commercial activity, promoting economic expansion and job creation in the region.

Implementation results in the field showed that

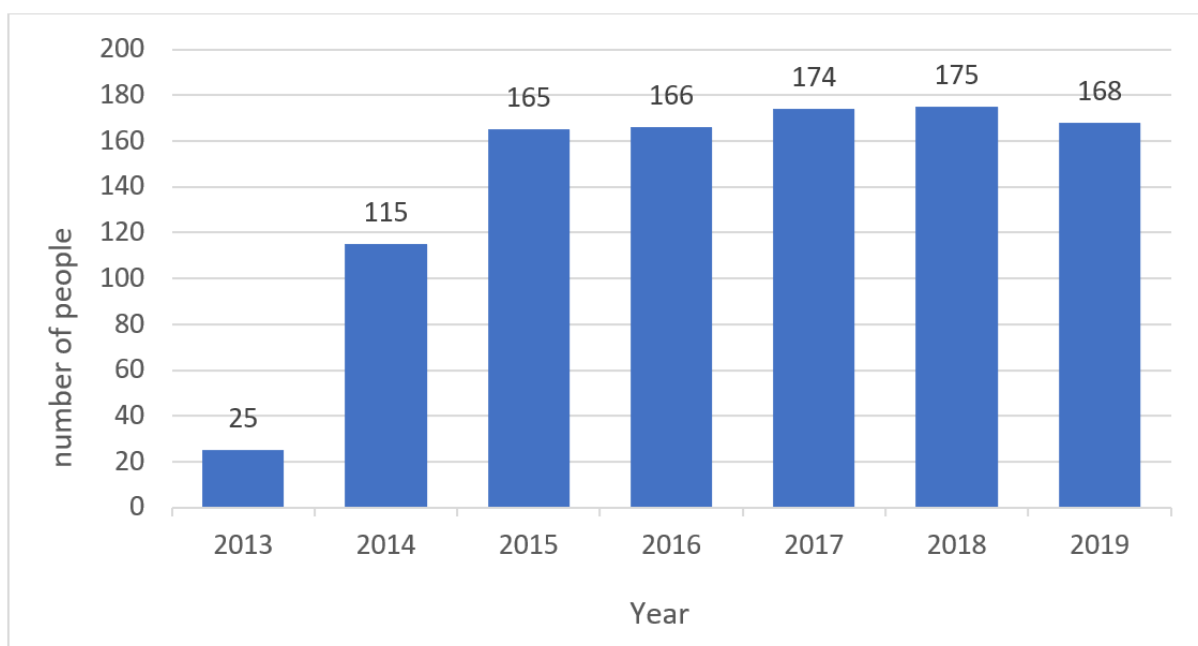


Figure 2. Community uptake as tour guides from 2013-2019 (Arian 2022)

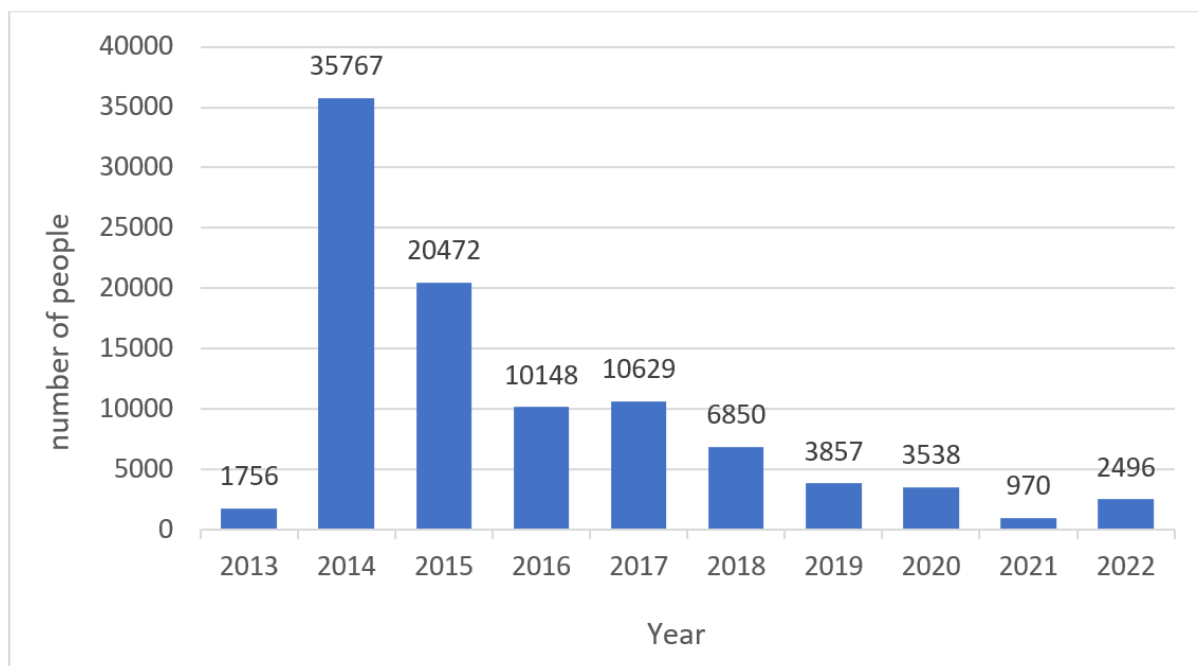


Figure 3. Nyarai ecotourism visitors 2013-2022 (source: modified from desanyarai.com)

West Sumatra Governor Regulation No. 52/2018, based on Grindle's (1980) components, functioned effectively. The expansion of social forestry areas, provision of technical and operational assistance in permit preparation, and participation of other OPDs in SF business development were examples of successful implementation. The continued success of this policy in the field would depend on the active participation of all relevant stakeholders, an increase in resources, and regular evaluation.

Conclusion

In conclusion, the West Sumatra Governor Regulation No. 52/2018 on SF Facilitation represented a regional policy initiative correlated with the overarching national policy framework. This regulation aimed to accelerate SF, resolve tenure conflicts, and facilitate coordination, integration, and synchronization to increase stakeholders' participation in supporting SF. The scope of this regulation was delineated in each article, comprising four key areas (facilitation, institutionalization, monitoring, evaluation, and financing). Despite the amendment of the central regulation to the MoEF decree No. 9/2021 on SF Management, this Governor's regulation remained in force. The contents of the

Governor Regulation and the MoEF decree regulated the same matter concerning facilitation. The Governor's Regulation specifically addressed the collaboration of related regional apparatus, and no further policy had been issued to cancel the Governor's regulation.

The implementation of West Sumatra Governor Regulation No. 52/2018 in the Salibutan Nagari Forest was a seamless process, with facilitation, institutionalization, monitoring and evaluation, and financing activities conducted by the Forestry Service and the social forestry acceleration working group for the Salibutan LPHN. This coherence between the contents of the Governor's regulation and its practical implementation in the field was not just evident, but it was a key factor in the success of the regulation. The regulation benefitted individuals seeking SF licenses, providing assistance with the licensing process and facilitating access to funding. In the Nagari Salibutan community, SF facilitated several positive changes, including a greater awareness of the importance of forests, a shift in employment towards more sustainable and beneficial roles, a more open and reflective approach to community issues, and a stronger sense of community cohesion and interaction through activities in KUPS.

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