Policy study on the management of forest with special purposes

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Abstract. Forest with Special Purpose (FwSP) is designated to advance research, teaching, and training. These FwSPs are usually managed by universities or training centers. This forest management is regulated by the Ministry of Environmental and Forestry (MoEF), while universities are entities under the Ministry of Education. FwSPs management follows regulations under MoEF. In this line of thought, in managing the FwSP, universities should comply with regulations released by MoEF. One specific regulation on FwSP management is MoEF’s Regulation FwSP No. 15/ 2018, in which the formal regulations, limitations, and physical development related to the activities of FwSP are covered and detailed. This paper is aimed at presenting the problems face by universities managing FwSP. Collecting data from FwSP in Java Island, using qualitative methods, the findings are expected to appeal to MoEF in understanding the practical problems related to FwSP management. The in-depth interview result that some conflicts of interest and problems are manifested because of the unclear information provided in interpreting some aspects of the regulations. Especially in utilizing and maintaining FwSP. Another challenge faced by universities managing FwSP is the budgeting system, which brings burdens for FwSP in securing the funding to manage and protect forest sustainability properly.

1. Introduction

The existence of forests is important to understand because it encompasses an integral part of human life and environmental sustainability. Law number 41 of 1999 elucidates the meaning of forest as an ecosystem hub laid out in form of land that embodies biological natural resources and is covered by trees that are closely embedded in their environment where they are inalienably inseparable from one another. The state through the MoEF is obliged to protect and manage forests in an effort to mitigate climate change by giving authority to certain units in managing a forest area, this authority includes activities to regulate forest areas and forest products [1]. Forest with Special Purpose (FwSP) is an area designated by the government through the Ministry of Environment and Forestry for the purposes of research and development, education and training, as well as religion and culture where its function remains the same. Based on data [2], the area of FwSP in Indonesia reaches 159,728.70 ha. The permit management of this FwSP can be granted to agencies under the Ministry of Environment and Forestry or agencies outside the Ministry of Environment and Forestry. Up to now, there are roughly 24 FwSP which are managed by higher education institutions found all across the country. Among those 24 FwSP, all of them are zones with special purposes which are designated for forestry education and training.

Policy is a strategy used to achieve certain goals with at least 3 essential aspects, such as purpose identification, the strategy used, and the recommendations that can be applied in implementing such
strategy [3]. Policies needed in the management of FwSP is a policy that does not create the perception that there is an overlap between people in charge of area management activities, policies that regulate clear and detailed related to technical rules in the implementation of area management, absence of sectoral egos or institutional egos between respective policymakers [4]. Besides, there are regulations that govern the FwSP management which is incorporated in the Decree of the Ministry of Environment and Forestry No. P.15/MENLHK/SETJEN/KUM.1/5/2018. These regulations lay down regular provisions, zoning implementation, management and collaboration of area, utilization of forest within the zoning area, and the FwSP financing. However, this regulation P.15/2018 focuses more on FwSP which is managed by the Ministry of Environment and Forestry than FwSP supervised by agencies including universities. Thus, this research conducts the observations and analysis of policy implementation regarding the FwSP management. Standard qualifications are applied in the policy implementation in order to understand the difference between what was expected and what has been observed, prior to proceeding on evaluating its success [5] in hope that it can be used as reference material and as an appeal addressed to the government in determining and monitoring the management of FwSP managed by the higher education institution.

2. Method
This study was carried out for 3 months (August-October 2020), using a purposive sampling method, where the research focus is on FwSP managed by universities located in Java Island, namely FwSP of Gunung Geulis ITB, FwSP of Gunung Bromo UNS, FwSP of UB Forest, and FwSP of Pujon Hill UMM. This research combines qualitative data collected through questionnaires and in-depth interviews. The qualitative approach is intended to provide an in-depth description and understanding of the influence of FwSP regulation implementation on forest zoning management. The data analysis includes data editing, classification, interpretation, and conclusions.

3. Results and discussion
3.1. History of government regulations and policies on FwSP management
The only government regulations and policies that exist up to now regarding the FwSP management is the regulation on forest management No. 15 of 2018. The issuance of such regulation is based on Law number 5 of 1990 regarding the preservation of natural resources and their ecosystems, Law No. 41 of 1999 which governs forestry, Law No. 32 of 2009 overseeing the environmental protection and management, Law No. 23 of 2014 about local government, government regulation No. 12 of 2010 on research and development as well as forestry education and training, presidential regulation No. 16 of 2015 governing the Ministry of environment and forestry, and the regulation of the Ministry of environment and forestry No. P.18 / MENLHK-SETJEN / 2015 apropos of the organization and working procedures of the Ministry of environment and forestry.

It is prescribed in law number 41 of 1999 article 8 clause 1 that the government can assign certain forest zone to be used for special purposes, and clause 2 unveils that forest areas with special purposes can be utilized for public interests such as research and development; education and training; religion and culture while preserving the three main functions of the forest, that is conservation, protection and production function.

Government regulation No. 12 of 2010 article 18 clause 2 clarifies that research and development activities within a forest zone where rights and permits have been restricted can be conducted in forests with special purposes. Chapter IV emphasizes the use of forests for special purposes for research and development, and forestry education and training [55,56,57,58,59]. Government Regulation 12 of 2010 emphasizes that only forestry research and development, education, and training institutions can manage the forest zone with a special purpose.

In addition, government regulation No. 18 of 2018 article 176 clause 2 asserts that section related to the allocation of forest resource utilization has the sole ability to collect and process materials in drafting and implementing policies, and evaluating the implementation of technical guidance, and supervising the regional task execution within the forest zone allocated for production, protection, conservation and forest with special purposes. Article 1348 stipulates that the program subsection is assigned to prepare
materials to establish plans, programs, research, development, and innovation activities, as well as materials for the formulation of norms, standards, procedures, and criteria contained in forest management with specific objectives on research, development, and innovation. Article 1368 specifies that the section on data development and research follow-up are assigned to carry out research data management, technical guidance and research control, development preparation and innovation materials, intellectual property rights preparation, laboratory management, and research forests management with special objectives meant for research, development, and innovation.

3.2. FwSP management run by universities
FwSP management is sustainable, comprehensive, and independent with an integrated forest management system that integrates diverse scientific disciplines targeted to forestry research and development, as well as religion and culture. Based on the FwSP allotment, FwSP can be grouped into 3 types, namely FwSP on Research and Development, FwSP on Education and Training, FwSP on Religious and Culture. Based on the questionnaires and interviews, there are considerable points regarding the FwSP management, such as obstacles in implementing the government regulation No. 15 of 2018, solutions provided in solving the problems, opportunities for future cooperation with other FwSP managers, and suggestions regarding the FwSP policies management, especially the one managed by higher education. These results are presented in table 1 below.

| Obstacles on the application of P.15/2018 | Solution offered | Cooperation with other FwSP | Recommended suggestions |
|----------------------------------------|------------------|-----------------------------|------------------------|
| • No clear regulations available on the use of timber products. | • The Ministry of Environment and Forestry is sufficient to be an observer, because it is under various Ministries allowing bureaucracy matters to run easily. | • Building FwSP collaboration network managed by universities throughout Indonesia. | • FwSP managed by companies requires special rules not only for practicing / training in forestry but also for research activities, thus the FwSP managed by universities focuses more on research and development, education and training. |
| • Long bureaucratic process. | • Loosening the utilization of timber wood in the FwSP area. | • Share experiences, determine Standard Operating Procedures (SOP) for FwSP services, and develop the Education and Training curriculum. | • Regulations revision is indispensable specifically for Higher Education, especially for Timber Harvesting. |
| • Article 16 clause 2, indicates no evaluation and approval from Human Resources Counseling and Development | • Reviewing the FwSP regulations. | • Boost research and training activities. | • Provide a greater comprehensive autonomy. |
| | | | • Acquire funds from the Ministry of Environment and Forestry to undertake operational activities. |
| | | | • Acquire support from forest ranger personnel. |

The constraints encountered by FwSP managers are issues on limited use/harvest of wood. However, in practice, sustainable forest management and rejuvenation must be carried out, so that the forest well-being and water sources sustainability can be preserved [6], and provide additional incentives to the managers that was meant to reinforce the regional development [7].

The hindrances faced by those FwSP managers are due to incomplete laws and regulations, lack of human resources, insufficient support from university leaders and resources to support the FwSP development. This had previously occurred concerning the process of Forest Management Units (FMU) development [8], where human resources who have the capacity to run the FMU organization were very limited, as well as lack of understanding of officials and absence of local government to provide support. In addition, it is also necessary to understand that the relationship between community and forests is not
static, but is an adaptive and dynamic governance practice towards changes in development, human movement, markets, policies, and environmental processes [9].

3.3. Evaluating the institutional planning
The institutional provision settled within the forest with the specific purposes is developed to organize the space, to order and control the FwSP management. Such planning involved several central agencies and personnel. The success of FwSP management depends largely on close cooperation between agencies and stakeholders involved. Three major principles can be implemented for a smooth evaluation, namely the principle of inter-agency, the principle of duties clarity and responsibilities, and the principle of FwSP coordination management.

3.4. The relations between agencies
There are several agencies and personnel involved in the FwSP as described by Hill and Hupe (2002) regarding the vertical and horizontal relationship that occurs in the government organization, as presented in table 2 below.

| Instances                                | The official authorized                                                                 |
|------------------------------------------|----------------------------------------------------------------------------------------|
| Ministry of Environment and Forestry     | – Minister of Ministry of Environment And Forestry.                                   |
|                                          | – General Secretary                                                                     |
|                                          | – Director General of Forestry Planology and Environmental Governance.                 |
|                                          | – Head of Environmental Research, development, and innovation for FwSP management plan.|
|                                          | – Head of Human Resources Counseling and Development.                                  |
|                                          | – Director General of Social Forestry and Environmental Partnership.                   |
| Local Government                         | – Governor                                                                              |
| Ministry of Education and Culture        | – Rector of University                                                                   |
|                                          | – Dean of Faculty                                                                       |

The Minister of Forestry presides the Ministry of Environment and Forestry to carry out certain affairs within the government in order to achieve the country’s goals, one of which is the FwSP management. Thus, the Minister of Forestry is assisted by the General Secretary, Director General of Forestry Planology and Environmental Governance, Director General of Social Forestry Environmental Partnership, Head of Research, Development, and Innovation, and Head of Human Resources Counseling and Development. The role of the Secretary-General is to review legal matters and convey concepts regarding the decision on FwSP management addressed to the Minister. The role of Director General of Forestry Planology and Environmental Governance is to review administrative and technical assessment of FwSP management licensing, approving all forms of cooperation conducted by FwSP managers with outside parties which are carried out after technical considerations provided by the Head of Research, Development, and Innovation for cooperation in Forestry Research and Development, and Head of Human Resources Counseling and Development for cooperation in Forestry Training. Such regulation stupefies no involvement of officials located in provincial FwSP making it harder for applicants to conduct consultation and coordination. As a result, the Ministry of Environment and Forestry has to observe the involvement of provincial-based ministries in order to facilitate bureaucratic lines and save budgets. It is proof indicating that the relationship between instances is less maximal.

3.5. Clarity of duties and responsibilities
Government regulation No. 15 of 2018 merely stipulates that the head of higher education can apply for the FwSP implementation decision without a detailed mention of their main tasks and role in managing FwSP. Besides, as far as cooperation is concerned, all forms of cooperation must be approved by the Director General of Forestry Planology, despite the fact that such cooperation may simply occur between
different institutions which need to be double-checked because such cooperation regarding FwSP supervised by the university must have an approval from the top manager, like the rector of the university, so that overlap in the validation of the cooperation documents may occur.

3.6. FwSP coordination management

One of the factors that influence policy implementation is the communication that exists between institutions [10]. Management activities involving several instances require sound coordination. A vivid case regarding this issue happened in one of FwSP which up to now has not obtained a significant response related to the FwSP ratification management. This is due to weak coordination among institutions without mentioning the issue about the involvement of forestry officials located in the province which could have facilitated communication between institutions.

4. Conclusion

Although special regulations regarding the FwSP management exist, its application remains problematic, especially FwSP beyond the management of the Ministry of Environment and Forestry. The research results indicate tremendous obstacles, namely issue on timber utilization permits, bureaucratic flows, budget availability, and less intensive communication. Thus, it is expected that much simpler coordination between institutions would be indispensable in the hope to shed much light on the clarity of duties and responsibilities of each institution; and if it is possible additional regulations would necessary to specifically regulate the FwSP management supervised by higher education which is authorized to carry out management in conducting duties and responsibilities based on the provisions and laws in vigor.

5. References

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