Study of agile governance on strengthening reforestation program in West Java Indonesia

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Abstract. West Java is one of the provinces in Indonesia that possesses the most critical land area, approximately 714,000 of 911,000 hectares (ha) in total. So that to deal with that severe issue, the Forestry Office of West Java has established an eminent program named "Gerakan Tanam dan Rawat 50 Juta Pohon (The Movement of 50 Million Trees Planting and Caring)". This research aims to analyze the reforestation program in West Java Indonesia viewed from an agile governance perspective. The study employed the qualitative approach with the descriptive case study method. In addition, in-depth interviews and literature studies were utilized in collecting the data. Moreover, to ensure validity, this study uses the triangulation technique. This study showed that the Planting and Preserving 50 million Trees Program carried by the stakeholders has applied agile governance. The government has made the program in collaboration with various media and technology. However, several activities must be fulfilled more appropriately among multiple parties, especially the government, which is the leading sector.

1. Introduction
The new era of development manifested by technological advances has forced human civilization into an era of Volatility, Uncertainty, Complexity, and Ambiguity, commonly referred to as the "VUCA world" era. As quoted by Budiharto et al. [1], each organization or country around the globe has been facing this era through self-preparation and finding the essence. In terms of dealing with the era VUCA, Indonesia possesses a robust concept named "Mental Revolution" that the citizen and government have held. This concept then is altered into a government’s program name as a solution for the realization of effective and efficient government performance [2]

As stated by Welianto [3], the mental revolution was first sparked by President Soekarno, precisely on August 17 1956, through his speech in the presence of the Indonesian people. The President emphasized that the mental revolution intends to change people's perspectives and attitudes and build an independent soul. Moreover, this mental revolution movement was subsequently echoed by President Joko Widodo through Presidential Instruction No. 12 of 2016 concerning the National Mental Revolution Movement. This law has been implemented through several programs such as Indonesia Melayani (Serving Indonesia), Indonesia Bersih (Clean Indonesia), Indonesia Tertib (Disciplined Indonesia), and Indonesia Bersatu (United Indonesia).
The Clean Indonesia Action, one of the programs in the Presidential Instruction, can be appropriately accomplished through community engagement. It is aimed to create and maintain the quality of life and environment through various activities such as managing waste and even harnessing spatial planning by planting some kinds of trees and plants. As confirmed by the Central Statistics Agency [4], in 2018, West Java was the area ranked at the top with the highest critical land in Indonesia. The data can be seen in Table 1.

Table 1. The Critical Land Area by Province in Indonesia

| Rank | Province        | Critical Land Area (Ha) |
|------|-----------------|-------------------------|
| 1    | West Java       | 679,748                 |
| 2    | North Sumatra   | 502,280                 |
| 3    | West Sumatra    | 477,221                 |
| 4    | East Sumatra    | 345,289                 |
| 5    | South Sulawesi  | 294,019                 |

Source: Central Statistics Agency [4]

The data indicate that the critical land in West Java was ranked as the first in Indonesia. In 2018 it reached out 679,748 hectares. Saepulloh [5] asserted that the Ministry of Environment and Forestry even mentions around 911,000 Ha extremely critical lands in Indonesia and approximately 714,000 Ha area in West Java. Hence, this critical land area in West Java leads the government to take advantage of the land by expanding green areas by planting and preserving 50 million trees [6].

Janssen & van der Voort [7] consider agile governance interchangeably with common terms like adaptive governance and responsive governance that focus on transformation from rigid processes manifested in the standard operating procedures and introducing a mixture of terms. Instead of concentrating on any terms of service or product, agile governance profoundly adheres to the conventional approach, for which the government is obliged to adapt to any forms of change in the internal and external ecosystems [11] and establish systems that enable them to forecast ahead directions and recognize advancements, anticipate the potential effect on the institution, and strengthen and realize the responses [12].

According to Huang et al. [13], Agile governance is defined as the organization’s ability to get opportunities to enhance the use of costs, acceleration, and accuracy into innovative and competitive actions. Additionally, Mergel et al. [14] view agile governance as a concept to reshape public organization and governance. In general, being more flexible and responsive means responding to dynamic public demands efficiently, or what Cockburn [15] illustrates as a method that encourages mobility and acceleration of response. This concept justifies the public administration’s efforts to fulfill the goals concentrated on the citizens who possess various demands and interests. There is a need for transparency in decision-making. Also, there are several distinct stakeholder views to consider [16]. At its essence, agile governance leads to the capability to swiftly and adjustably acknowledge and react to any transformation in the technical areas [17]. Meanwhile, Luna et al. [18] explain that agile governance is the ability of humans as social beings to sense, adapt, respond, and change the environment quickly and sustainably. It is expected to integrate the combination of agility and leadership ability with governance capabilities to deliver the services more effectively and efficiently.

In assessing the agility of the governance as cited in Luna et al. [19], it can be noticed through six significant steps referred to as the six meta-principles, which include: 1) Good Enough Governance, which is the level of governance that needs to adapt and adjust with the context of the organization continuously; 2) Business Driven goals should be the reason for every decision and action; 3) Human Focus, which is a person need to feel appreciated and get incentives to participate actively and creatively;
4) Based On Quick Win, which is a real improvement so that the impact and the benefits are perceived directly and immediately; 5) Systematic and Adaptive Approach, which is the team need to develop inherently and have the ability to adapt systematically; and 6) Simple design and continues refinement, which is the team is required to make any improvements in delivering any services more appropriately constantly.

By the end of 2021, West Java should have fulfilled its target to plant around 50 million trees. However, in November 2020, as explained by the government, there are approximately only 19 million trees that have been cultivated [20]. Therefore, to accomplish the program, the government confidently invites all elements of society to play their role by issuing the Circular Letter (SE) of the Governor of West Java Number 522.4/17/Rek of 2020. The letter supports implementing the planting and preserving trees in critical land in Regencies/Cities throughout West Java. Within the Circular Letter, all elements of society are expected to plant trees as described in Table 2.

| Type of Society                                      | Number of Trees to be Planted |
|------------------------------------------------------|------------------------------|
| The West Java civil servant                          | 10 trees/person               |
| Marriage                                             | 10 trees/person               |
| Graduate                                             | 10 trees/person               |
| Birthday                                             | 1 trees/person                |
| Getting promotion for civil servant, police, military | 50 trees/person               |
| Citizen who gains license extension for motorcycles   | 5 trees/person                |
| Citizen who gains license extension for vehicles      | 10 trees/person               |
| Enterprise that newly established                    | 100 trees/person              |

Source: The Circular Letter of the Governor of West Java Number 522.4/17/Rek of 2020

According to the previous observations, the authors found that the campaign and the cooperation carried out by the West Java Forestry Office had been poor and deficient. They acted as the leading sector and the coordinator of the program. This issue can be seen from the lack of agility in implementing the Circular Letter towards the communities. For instance, the government failed to communicate to the university stakeholders that the Circular Letter requires planting ten trees/person if the student has graduated.

The authors view that the current issue is related to agile governance theory. There seems a rigid innovation and a lack of performance carried out by the government which are seen from the incomplete implementation of the program campaign, while the remaining target is only a few months until by the end of the 2021. Therefore, the research intends to analyze the reforestation program in West Java, Indonesia, from an agile governance perspective. Based on that issue, the authors are then interested in conducting field research regarding applying the agile governance concept on the movement to plant and maintain 50 million trees in the West Java Forestry Office.

2. Method
The research employs the qualitative approach that aims to reveal social realities and phenomena in word descriptions or sentences and not calculations. In addition, the descriptive and case study method is used in this research due to the research objectives that intend to describe and analyze the implementation of planting and preserving 50 million trees program in the Forestry Office of West Java.

The sample in the research was selected using a purposive sampling technique and collected using several methods such as in-depth interviews, observation, and a literature study. The data were analyzed using analytical techniques from Miles et al. [21], including data reduction, data presentation, and concluding. The validity of the data was tested using triangulation techniques through various sources following the focus of the research, namely the movement to plant and maintain 50 million trees in the Forestry Office of West Java viewed from an agile governance perspective.
3. Results and discussion

3.1. Good enough governance
In implementing the planting and preserving 50 million trees, the West Java Government always provides some encouragement and motivation by making some innovative arrangements. The government arrangements can be noticed by utilizing social media such as Instagram @dishut_jabar, which invigorates the participation of Key Opinion Leaders (KOL) from various influencers and artists. It is believed to obtain the public interest and then drives them to follow the program.

In addition, the use of a website in the www.simantribibit.dishut.jabarprov.go.id that displays the number of planted trees and seeds also leads the community to be more interested in engaging with the program. This way will indicate a form of government accountability in managing, distributing, and planting trees. Furthermore, another innovative method taken by the government is to involve online transportations such as Gojek and Grab so that people are more likely interested in joining the program as it is considered more flexible and helpful. However, there is no explanation on the procedure for donating through online transportations. Thus, people may get confused, and it will not work effectively.

Moreover, the interview results with the program coordinator revealed no cooperation or Memorandum of Understanding (MoU) with the online transportation enterprises. Hence, it may cause a lack of knowledge of the online drivers on the distribution of seeds. Consequently, the innovation will rather fail than succeed.

3.2. Business-driven
West Java Provincial Forest Service [22] described that the initial goal of the planting and preserving 50 million trees program is to develop the reforestation action and eliminate some critical lands that will cause natural disasters such as landslides, floods, and landslides. The author views that the government has not perfectly implemented several applicable provisions, such as interaction and coordination between the government and stakeholders. In addition, the call to complete the Circular Letter of the Governor of West Java Number 522.4/17/Rek of 2020 concerning the Implementation of Tree Planting and Conservation Programs in Critical Land in Regencies/Cities around West Java is still challenging to implement. This lack of coordination will undoubtedly lead to several disasters like floods and landslides more arise. Thus, it can be seen from The National Agency for Disaster Countermeasure data as described in Jabar Open Data Website as presented in Figure 1.

Figure 1. The most frequent disasters in West Java

Figure 1 shows that landslides, cyclones, and floods have become the most numerous disasters in West Java from year to year. Even in 2020, there have been about 218 landslides, 253 tornadoes, and 170 flooding cases. Hence, it unveils that the program’s primary goal has not been completely fulfilled since these disasters are still high in number and have become more frightening.

The authors analyze that sectoral egos cause the deficiency of coordination among stakeholders. The program coordinator stated that while they handed over the campaign task directly to the Forestry Office...
Branch, the workers in each region cannot conduct regular control and monitor the planting activities in the field. In this case, the program coordinator should have regularly controlled any activities to recognize what usually occurs in the area to provide some inputs and recommendations to the workers, the Forestry Office Branch, and the community following the existing issues in the field.

3.3. Human focus
To motivate the community to follow the program, the government will give recognition by providing a certificate showing community participation and contribution to the reforestation program in West Java. This approach intends to make the community more enthusiastic in supporting the reforestation action.

Collaboration among various parties is needed in this program, particularly for communities that possess any substantial influences and capacities. Moreover, it is believed that public awareness in succeeding the reforestation action is considered to be necessary. The report presented by the government regarding the number of planted trees shows that there are approximately 26 million trees planted, and the donations for seeds have reached 9 million.

The donation for seeds and the number of trees planted from the community can reflect their support of the program. It can be seen in the data described in Si Mantri Bibit Application in April 2021 (Figure 2).

![Figure 2](image)

**Figure 2.** The Number of Community Contributions in Planting and dan Donating for Seeds Based on Regency/City in West Java

The graph reveals a significant distinction between one region and another regarding the community supports in both donations for seeds and the number of planted trees. Sukabumi is one of the regions that gained the most significant participation number, around 10 million times, whereas Depok is a city that received the lowest number with 458 participants. This lack of awareness demonstrates that providing certificates as recognition for individuals is inadequate. Therefore, through their field officers, the government must persuade the community to be equipped with some knowledge and give more support and appreciation to the Forestry Office Branch and field officers in each region. Consequently, all actors can act and synergize optimally.

3.4. Based on quick wins
The government has continuously performed numerous programs’ improvements. One of those improvements is a practical report format to run adequately monitoring activities by West Java Forestry Service in 2020. It is based on considerations in the report issued in West Java Forestry Office 2020,
which reveals several Forestry Office Branches. However, the authors scrutinize that this report will not run smoothly if the government cannot provide strict sanctions for the field officers and Forestry Office Branches who cannot report their job.

3.5. Systematic and adaptive approach
The authors notice that the provincial government has appointed the Forestry Office Branch representatives to encourage the community to play an active role in the program by enhancing their knowledge and encouraging their willingness. However, the authors found that the government did not show any significant and positive efforts. In other words, they are still insufficient and inadequate in composing the community understanding of the program. The West Java Forestry Office presents that the community always bear some miscommunications and misunderstandings of the program. Additionally, as reported by the Regional Forestry Office Branch-1 (Bogor City, Depok, and Bekasi City and Regency) and as described in West Java Provincial Forestry Office, the budget for conducting socialization activities is inadequate. It undoubtedly impacts the program socialization that has not been appropriately fulfilled. So, many people assume that the government would distribute tree seeds directly to them, and it will cause any conflicts among the community.

3.6. Simple design and continued refinement
The program's evaluations are carried out periodically. One of those is using online media meetings, particularly during pandemic Covid-19, which is conducted in May 2020, to provide reports by all Forestry Office Branches. It indicates that even though the situation is not ideal, several improvements and inputs are still being made. The authors acknowledge that the report also shows some improvements, such as upgrading the monitoring data format for some activities related to seeds contribution, planting trees, and reforestation, particularly after post-pandemic. This current format is intended to harmonize the data to be more completed to use as the basis for the government's decisions.

However, from the various documents obtained from the program coordinator, the authors did not find any indicators to measure the successful program and target the number of trees planted in each region around West Java. Thus, these indicators need to be arranged since they can be used for program implementation in all districts/cities, considering that each area has different potentials and the available land is also limited.

4. Conclusion
The Planting and Preserving 50 million Trees Program carried by the stakeholders has applied agile governance. The government has made the program in collaboration with various media and technology such as online transportations. However, several activities must be fulfilled more appropriately in the implementation, such as socialization, coordination, and collaboration from various parties, especially the government, which acts as the leading sector. Coming from the conclusion, the authors then provide the following suggestions. First, a clear and straightforward Standard Operational Procedure (SOP) needs to be designed for online transportation users so the community will figure out how to participate and contribute within this online transportation means. Second, making socialization activities clearer and comprehensively for each party and conducting collaborations with various stakeholders with sufficient potential and capacities to maximize reforestation. Third, the government is obliged to provide adequate knowledge and motivate all community elements through measurable counseling to be interested in participating in the program. Fourth, the imposition of sanctions for areas that do not play an active role considering the urgency of this program for environmental health and reducing natural disasters. Fifth, some latest infrastructures need to be added to carry out socialization activities more appropriately. Sixth, it is proposed to have the target achievement for the number of trees that must be planted in each region and the indicators of the successful program and the accomplishment of 50 million trees by the end of 2021.
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