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Policy performance analysis of Aikbual village regulation number 1 2014 concerning biodiversity management to supporting social forestry in West Nusa Tenggara

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Abstract

The establishment of Village Regulation Number 1 Year 2014 concerning biodiversity management in Aik Bual village was intended to guide the community forest management in order to be able to maintain the balance of ecosystem and increase the public awareness in environmental conservation efforts. However, since the regulation was implemented, there is no single information that provides an overview on the impact of its implementation. Thus, the purpose of the research is directed to measure the policy performance by referring to the six criteria developed by Dunn (2003). The research used evaluative policy approach with the scope of retrospective analysis (ex post). The data was collected using several instruments in the form of in-depth interview, Focus Group Discussion (FGD), and literature study. The result indicates that the policy performance is in "good" category, with value of 2.39. Nevertheless, the research also identified some indicators need to be strengthened for optimizing the policy performance. Some of them pertain to the reinforcement of information system and the availability of policy activity data.

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Introduction

The current degradation and deforestation is cannot be separated from the poor management of forest resources that have been implemented in Indonesia (GFI, 2013; Situmorang *et al*, 2013; Ichsan AC 2017). Until today, Indonesia has not been fully able to secede itself from the paradigm of colonialism which views forest as economic sources with the main types of timber commodities. This perspective is implemented through regulatory structures and direct forest utilization practices (*timber extraction*) as well as through cultivation (*timber management*), by giving privileges to owners of large capital (corporations and structurally marginalizing the position and rights of local community (FWI 2014).

The data from Forest Watch Indonesia reveals that the deforestation rate for 2009 - 2013 reached the average of 1.13 million ha per year, in which the forest cover remains 82 million ha in 2013 (FWI, 2014). On the other hand, Wiyono *et al* (2006) stated that about 48.8 million Indonesian resided in and around the forest area and about 10.2 million people among them are classified as poor. Generally, the livelihoods of these people are utilizing forest products, either timber and non-timber, including rattan, resin, gaharu, and the utilization of honeybees by people around the forest.

One of the current efforts that aggressively encouraged by the government is by implementing *sustainable forest development* concept. An active community participation in forest resources management must be built through empowering and improving capacity of local community, providing compensation mechanism and adequate institutional system will ensure the success of regional function protection. Those efforts has been translated into numerous programs, one of them is the development of social forestry. Through social forestry scheme, it is expected to encourage the good implementation of forest resources management principal in Indonesia. It is in the form of equal access to the resources, improvement of participation and transparency, and proportional profit sharing mechanism in the forest resources management.

One area which is currently focusing on the implementation of social forestry is Aik Bual village at Kopang sub-district, Central Lombok regency. It is located on the edge of the protected forest area with total population of 1,464 householders. The main community's living sources are concentrated on agricultural and plantation sectors. Based on village data in 2016, it reveals that about 712 householders are still categorized as poor and some of the villagers depended on forest area for their living sources.

Therefore, the initiative to develop the social forestry is a mean to solve poverty by utilizing natural resources. To minimize the negative effect that is resulted from the implementation of the social forestry, the village took an initiative to formulate Village Regulation (PERDES) Number 1 Year 2014 concerning biodiversity management in Aik Bual village.

The village regulation is intended to provide guidance to community groups that manage forest in order to maintain the balance of ecosystems in their region and also to increase the public awareness on the environmental conservation, either through the habitat management and reforestation activities. It is in line with the opinion of North (1990) which states that institution is a manifestation of codes of conduct, norms, prohibitions, contracts, and so on in regulating and controlling individual behavior in the community or organization in order to achieve certain goals.

Substantially, the village regulation is an innovative way to be set as an example for other villages in order to maintain the balance of ecosystem in the region. However, since it was implemented, there is no information about the effect of its implementation. Thus, the research aims to provide an overview of the policy performance based on 6 policy evaluation criteria developed by Dunn (2003).

Materials and methods

Research Location

This research was conducted in the Aikbual Village of Central Lombok District, West Nusatenggara Province. This research activity was held for five months starting from July to November 2018.

Research Method

It used evaluative policy approach with scope of retrospective analysis (*ex post*). It is the process of analysis conducted after the policy has been implemented. Conceptually, policy analysis is a tool to synthesize information for formulating the alternative and preferred policy exerted comparatively and descriptively (Dunn, 2003). The data was collected using several instruments in the form of in-depth interview, *Focus Group Discussion* (FGD) (Chambers, R. 1992; Mulyana D. 2006; Sevilla, 1993), and literature study. The participants were selected using *snowball sampling* technique.

Analysis

The analysis used in this research were adapted from the criteria developed by Wiliam Dunn (2003). It focuses on 6 criteria, including; The Effectiveness, The Efficiency, The Adequacy, The Equity, The Responsiveness, and The Appropriateness of the implemented policy. These six criteria are formulated into the matrix of policy analysis to measure the implemented policy performance. The evaluation of the performance adopts the Likert-scale model (Sugiono 2008) with range of 1 to 3:

- 1 = Not Achieved/Less Clear/Poor/Disagree/Inappropriate
- 2 = Fairly Achieved/Clear Enough/Fairly Good/Uncertain/ Relevant Enough
- 3 = Achieved/Clear/Good/Agree/Appropriate

The result of the analysis is presented in the form of an index. It can be calculated using *mean* formulation which is calculating the total value of all data units then divided by the numbers of the unit of data (Suwarno *et al*, 2014). The index value can be categorized into three classes which are high, medium, and low. The explanation is as the following:

Table 1. Categorization of Policy Performance Evaluation Index.

Index Value	Category	Description
2,34 – 3,00	High	The mean obtained from every indicator and criteria is ideal.
1,67 - 2,33	Medium	The mean obtained from every indicator and criteria is medium.
1,00 -1,66	Low	The mean obtained from every indicator and criteria is low.

The above index is processed from the score of every element which has range from the highest score to the lowest score with the consideration that every weight of the criteria and indicators is equal.

Result and discussion

A. The Characteristics of Village Regulation (PERDES) Number 01 Year 2014

Specifically, Village Regulation No. 1 Year 2014 concerning biodiversity protection in Aik Bual village consists of 8 chapters and 18 articles, with details as follows:

1. General Provision (Article 1)
2. Purpose and Scope (Articles 2 and 3)
3. Habitat Protection (Articles 4,5 and 6)
4. Plant Enrichment (Articles 7 and 8)
5. Species Preservation (Articles 9 and 10)
6. The Utilization of Plants (Articles 11 -16)
7. Cooperation (Article 17)
8. Closing (Article 18)

This Policy aims to increase the carrying capacity of the environment along with the balance of its ecosystem to create biodiversity sustainability and community welfare. The scope of regulation in the PERDES includes habitat protection, plants enrichment, species preservation, and the utilization of plants.

In the village regulation, the subject of management is the village government. It focuses on formulating the program and budget pertaining to the biodiversity protection, the determination of the protected area in the village, the improvement of environmental awareness, the inspection and establishment of woods' origin certificate, and also monitoring, recording, and documenting species enrichment and protection.

Besides the village government, forest farmer groups are also mandated to protect forest area, prevent hunting of wild animals and illegal logging in their area. And it is written in the (*awiq- awiq*) group regulation.

In order to improve people awareness on the importance of environmental sustainability and prevent the level of forest violation, the PERDA also mandates that people who will get married is required

to plant at least two trees, and people who want to harvest timber on their land to arrange the origin of wood certificate as proof of the legality of the wood.

However based on the result of the analysis, the PERDES documents do not show chapters or articles which specifically regulate the sanctions mechanism if the policy is not implemented. It is also emphasized that it is indeed a weakness in this policy implementation.

In respond to the policy's characteristics, conceptually, Kasper and Streit (1998) and Ostrom (1992) have given institutional guidance as rule for humans to interact which limits *opportunistic* and inconstant individual behavior and it makes the human behavior become more predictable. Institution will be effective if there is law enforcement. Nugroho (2013) asserts that the establishment of code of conduct without sanctions causes the institution to be useless.

B. The Performance of PERDES Number 01 Year 2014

The result of the evaluation shows that the mean value of every criterion is varied. If the mean values are accumulated, then, the total score is 2.39. It means that the implementation of village regulation concerning biodiversity management in Aik Bual village is in the category of "high". It is also supported by the result of village administration documents analysis. It reveals that after the village regulation was imposed, the village government of Aik Bual has implemented a number of programs such as determining conservation area, arranging training program and socialization on the environmental management, implementing the system of recording the origin of woods certificate, and building infrastructures to support community forest management. However, in the process of implementing the policy, there are still some elements that need to be strengthened such as supporting elements of effectiveness and efficiency that are classified as quite low compared to other criteria. For more details about the variance of criteria value can be seen in the diagram below:

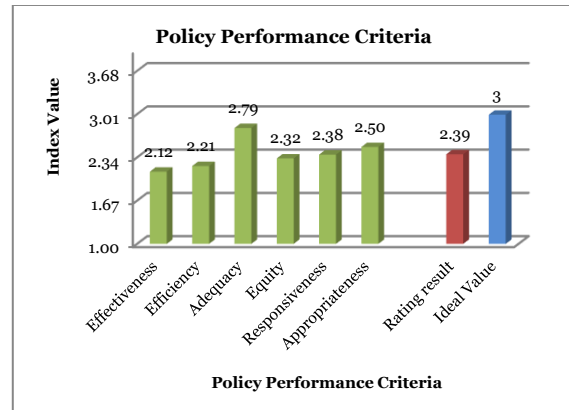


Fig. 1. Results of performance analysis of PERDA No 1 2014.

The diagram above reveals that from the six criteria used in measuring the performance of PERDES No. 01 Year 2014, there are some criteria need to get attention and improvement in the implementation. The criteria include effectiveness, efficiency, equity, and responsiveness. In detail about the reviews related to the findings of each criterion are discussed as follows:

a. Effectiveness

Conceptually, effectiveness is related to the achievement of the expected goals (Dunn, 2003). The results of the analysis in this study indicate that the policy objectives are directed at increasing the carrying capacity of the environment along with the balance of its ecosystem to create biodiversity sustainability and community welfare. To achieve the goals, there are several programs that must be done including; habitat protection, plant enrichment, species preservation, and utilizing plants.

In the implementation, the mandated programs are not optimally implemented. It can be seen from the unimplemented planned programs such as plant enrichment by the villagers (Bride Tree) and the lack of available data concerning the policy implementation.

On the other hand, there are also some village chiefs who stated that they did not know the result of policy implementation because all this time there was no socialization. It is also supported by the lack of available data in the village concerning the result of the policy implementation.

b. Efficiency

In the context of efficiency, the formulation process of the policy required considerable effort. Based on the interview with Mr. Zul, the previous chief who contributed in the draft of the PERDES, he revealed that the process of formulation of the PERDES was time-consuming and needed a great effort. In the process, there were 10 meetings in the village and regency. It was held to reach a common perception on the substance of the village regulation. On the other hand, based on the interview with some parties, there are still some interviewees who stated that the effort that has been made is not equal with the advantages achieved.

c. Adequacy

The findings pertaining to adequacy, including the effect of the policy in improving people awareness and reducing forest violation index, shows “high” score which is 2.79 out of 3. It shows that the policy has significant effect on the people awareness. The interview with the village and HKM (community forest) managers reveals that since the policy was implemented, the forest violation index had been reduced. Even since 2015 until now, there were no reports about the forest violation conducted by the villagers. The situation was far more different in the previous years, where many villagers worked as timber collector in the forest and were often arrested by the authority in forestry service.

d. Equity

In the equity criteria, the main focus of the evaluation is on the division of roles and responsibility in carrying out the policy mandate as well as the equality between the efforts made and the advantages achieved in implementing the policy. Based on the framework, the result of the evaluation shows that the aspect of equity is in “high” category, with score 2.32 out of 3. However, the criterion has some notes. All this time there is no division of roles written on a paper during the policy implementation. It is also approved by Mr. Sirajudin, as the head of village government affairs. He stated that:

“All this time, there is no written division (of roles) concerning the implementation of the PERDES”

It becomes one of the factors need to be improved in the framework of the policy implementation.

e. Responsiveness

The findings on the responsiveness criteria shows high value 2.38 of the ideal value 3. It reveals that the policy structure has positive effect on the effort of improving people awareness in forest resources management in the region. On the other side, it is also revealed that the time consuming process in the formulation of the policy have represented most of the people’s aspiration concerning the forest resources management in Aik Bual village.

f. Appropriateness

In the perspective of appropriateness, the finding shows “high” value 2.50 of the ideal 3. It shows that the policy implementation is appropriate to be implemented in Aik Bual village. It is based on some main indicators which are the reduction of forest violation index in the village and the preservation of sustainable forest resources. During the last 2 years, the village government and forest farmer groups have gained a number of appreciation and support for the framework of the preservation of sustainable forest resources either from the government and institutional partners who have interest in forest resources management.

Conclusion

Based on the result of the analysis on the six criteria for policy evaluation, it can be concluded that the policy performance of village regulation no. 1 year 2014 in Aik Bual village is went well with a value of 2.39. Nonetheless, the result of the research also found that some indicators were considered to be as poor. Thus it needed to be strengthened to optimize the policy performance. The indicators include the management of information and documentation system, law enforcement, and education on the environmental awareness for the villagers.

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