



## Policy Analysis Of Forest And Land Rehabilitation (Rhl) At The Krueng Aceh Protected Forest Watershed Management Center (Bpdashl) In Central Aceh District, Aceh Province

Rivai Ahmad<sup>1</sup>, V Rudy Handoko<sup>2</sup>, Bambang Kusbandrijo<sup>3</sup>

<sup>1,2,3</sup> Doctoral Study Program Of Administration Scine Faculty of Social Political of Universitas 17 Agustus 1945 Surabaya

Email: [rivaiahmad@surel.untag-sby.ac.id](mailto:rivaiahmad@surel.untag-sby.ac.id), [rudihandoko@untag-sby.ac.id](mailto:rudihandoko@untag-sby.ac.id),  
[b\\_kusbandrijo@untag-sby.ac.id](mailto:b_kusbandrijo@untag-sby.ac.id)

### Abstract

*The issue of forest destruction by communities and companies in Indonesia has received attention from various countries, and has become an international issue. This study aims to describe and identify the obstacles to the implementation of the Forest and Land Rehabilitation Program Policy which involves many elements in society in Central Aceh District. This descriptive qualitative research uses a data triangulation analysis approach, taking document data and interviews which are confirmed by data from reports from forest monitoring NGOs in Central Aceh District. The results of the study found that the forest conservation policies supported by regional regulations in the form of the Aceh Qanun had not been implemented as stipulated due to constraints on the number of human resources and the budget and competence of human resources. The construction of the proposed implementation model is to involve the community by optimizing community forest protection organizations (PHBM) combined with an economic approach as a form of mutualist relations with the target of increasing community participation and responsibility.*

**Keywords:** Policy analysis, Rehabilitation, Forest and watershed protection

1047

AJMESC, Volume 03 Issue 03, 2023



Copyright at authors some right reserved this work is licensed under a [Creative Commons Attribution-ShareAlike 4.0 International License](https://creativecommons.org/licenses/by-sa/4.0/).



## 1. INTRODUCTION

The importance of forest benefits for people's lives and is important for survival on earth, because forests have a very important role for life on earth. Forests cover almost a third of all the land on earth and provide essential benefits for all species. Santoso and Robert (Cholillah, 2017) who said that, forests have considerable benefits for society apart from providing wood and other products, forests store large amounts of genetic information, regulate climate and water systems, protect and enrich soil, control pests and diseases, regulate pollination of plants and spread their seeds, maintain water quality, provide beautiful scenery and give aesthetic value and so on. Several studies as reported by Ekselsa, Yuwono, and Himanto (2017); Fauzan, Sulistyawati, and Lastini (2019); and Hastuti, Mappamiring, and Abdi (2021), that forest management in Indonesia has different policies for each type of forest. Fauzan, Sulistyawati, and Lastini (2019), stated that the management of protected forests is different from the management of production forests, as are the others. Management is understood as a set of decisions, applications, and concepts that involve decision makers beyond the direct use of resources, planning for future use, forest management does not deal with specific products or services (Prastya, 2019).

UU No. 41 of 1999 and PP No. 34 of 2002 also states that the use of protected forests is limited to area utilization, utilization of environmental services, and collection of non-timber forest products (HHBK). In the Law and PP it is explained that the use of areas in protected forests can be in the form of cultivating medicinal plants, beekeeping, captive breeding (Rif'an, 2020). While the utilization of environmental services is a form of business that utilizes the potential of protected forests without damaging the environment, such as ecotourism, challenge sports tourism, water utilization, and carbon trading. This form of utilization is aimed at increasing regional income, increasing welfare and awareness of communities around the forest about the function and sustainability of protected forests (Sabar, 2019).

The Aceh Provincial Forest is the largest remaining natural forest area on the island of Sumatra, forest management policies must truly guarantee forest sustainability. Aceh Province as a forest area divided into forest management functions, such as conservation areas, protected forests and production forests, based on the Decree of the Minister of





Environment and Forestry of the Republic of Indonesia Number: SK.580/MenLHK-II/2018 Concerning Forest Areas and Water Conservation Aceh Province has a total forest area of 3,550,390 hectares consisting of 1,058,364 Ha (30%) conservation forest, 1,781,678 Ha (50%) protected forest and 710,348 Ha (20%) production forest. From the report it is known that Central Aceh District. BPDAS-HL Aceh is only able to rehabilitate 1,000 hectares a year. That is, it took 250 years to repair it, while the damage still occurs due to encroachment and illegal logging, even though socialization and monitoring are still being carried out. The socialization of Forest Area Boundaries is to provide information to the public about the progress of the forest area designation process in a forest group/a forest area area and to build an understanding regarding the importance of forest boundaries with parties in Central Aceh District, especially the people living around forest areas in Central Aceh District.

Law Number 23 of 2014 concerning Regional Government, mandates that forest protection affairs both within protection and production forests or other functions be handed over to the provincial government as the holder of environmental and forestry affairs in the regions. The development of Forest Management Units (KPH) is a necessity to achieve sustainable forest management that benefits the community (Rif'an, 2020). KPH is the spearhead of forest management at the site level in the Unitary State of the Republic of Indonesia. Regional policies of the Government of Aceh based on provisions in Law Number 11 of 2006 concerning Governance of Aceh, the Government of Aceh has the authority to manage natural resources in the forestry sector in Aceh and has the right to grant permits for the conversion of Forest Areas and permits related to forest management and utilization. Furthermore, referring to the Decree of the Minister of Environment and Forestry of the Republic of Indonesia Number: SK.932/Menhut-II/2014 dated 31 December 2014 concerning Designation of Protected Forest Management Unit Areas (KPHL) and Production Forest Management Units (KPHP) of Aceh Province, an update was made regional regulations with the issuance of Qanun Aceh Number 7 of 2016 concerning Forestry in Aceh explain that Aceh's forest management is organized based on the specificities of Aceh which aims to obtain optimal and multipurpose benefits in a sustainable manner by guaranteeing the stability of the area and boundaries of forest areas, optimizing various functions of forests, both functions conservation, protection and production functions in a balanced and





sustainable manner, increasing the carrying capacity of watersheds for sustainable development, increasing the capability and capacity of community empowerment in a participatory and environmentally sound manner, and optimizing the equitable and sustainable distribution of forest benefits.

The importance of this research being carried out by considering the research of Nuribadah (2022) and Zahara, Nirzalin, and Abubakar (2021), who reported various developments in forest conditions in Central Aceh District; then research by Agustini, Dharmawan, and Putri (2018); Hastuti, Mappamiring, and Abdi (2021); Rahmadanty, Handayani, and Najicha (2020); Rudy, et., al (2021), who studied forest management policies, whose research took forest objects on the island of Sumatra. Research by Achmad, et., al (2015); Astuti, Hidayat, and Nurroch (2020); Bagaskara, and Tridakusumah (2021); Broto, Taufik, and Sumardamto (2017); Butar, Duryat, and Hilmanto. (2019), which examines the use and protection of forests as community economic resources and their development.

Some of these studies examine the level of forest destruction, as well as efforts to protect and use it, as well as descriptions of forest conditions and regulations that support forest use and protection. In this study, in addition to describing the condition of the forest and the forest and land rehabilitation program, it also describes the implementation of policies and designs a practical and effective implementation model that can increase public awareness and efforts to build community participation in realizing forest protection and utilization policies. In addition, this research study aims to analyze the implementation of policies as stipulated in the Regulation of the Minister of Environment and Forestry of the Republic of Indonesia Number 23 of 2021 concerning Implementation of Forest and Land Rehabilitation, as well as Minister of Forestry Regulation Number: P.47/Menhut-II/2013 concerning Guidelines, Criteria and Standards for Utilization of Forests in Certain Areas in Protected Forest Management Units and Production Forest Management Units; and Aceh Governor Regulation Number 46 of 2018 Concerning Position, Organizational Structure, Duties, Functions and Work Procedures of the Regional Technical Implementation Unit of the Forest Management Unit at the Aceh Province Environment and Forestry Service.





## 2. RESEARCH METHODS

The research was carried out at the Krueng Aceh Protected Forest Watershed Management Center (BPDASHL), the Aceh Province Environment and Forestry Service (DLHK), by taking on a project in the Central Aceh District Region in order to narrow the scope of discussion while at the same time sharpening the phenomena studied according to the problem. Site selection in qualitative research is very important and is carried out purposively, namely choosing a location based on a specific purpose, in this case being within the authority area of the DLHK Aceh Province.

This research uses primary data, which is taken directly from the source. Purposive sampling was used to determine informants or resource persons in this research, namely those who have certain capacities and expertise and are deemed competent, because they have a comprehensive and adequate understanding of the implementation of forest management policies in Aceh. Data was collected using interview techniques, document reports including supporting documents taken from research objects (Sugiyono, 2020), as well as reports from NGOs as data verification. Then triangulation analysis and data interpretation were carried out (Meleong, 2017).

## 3. RESEARCH RESULT

### 3.1 The Existing Condition of the Krueng Aceh Forest

Forest damage is a condition where the environment is no longer able to provide benefits to others, it is necessary to have forest management or preservation efforts which are an effort to protect the environment so that no damage occurs in it. Forest destruction in Indonesia does not only occur outside forest areas but has also occurred in forest areas such as protected forests. In fact, protected forests have specific functions, especially related to water availability (Mirwan, 2019). The 2022 Central Statistics Agency (BPS) report noted that the deforestation rate in Indonesia was 115,459 hectares (ha) in 2019-2020. In detail, as much as 66,995 ha of deforestation is a forest area, as much as 48,464 ha is an area for other uses (APL) or not a forest area.

Forest destruction in Aceh continues to expand due to forest encroachment and illegal logging. Based on data from the Directorate of Special Criminal Investigation of the





Aceh Regional Police, forest destruction in Aceh has increased in 2020 compared to 2019, forest damage in 2020 was 15,140 hectares while in 2019 it was around 15,071 hectares. The Aceh Regional Police report describes of the 44 cases handled by the Aceh Police, 29 of them are SP21, while six cases are still under investigation and nine cases have terminated case investigation (SP3) due to insufficient elements in the investigation process (Hanafiah, 2022). Meanwhile, based on the results of monitoring and analysis of satellite imagery, such as Google Earth, Planetary Imagery, and field verification conducted by the Aceh Natural Forest and Environment Foundation, it shows deforestation in 2021, Aceh Province will lose 19,443 hectares of forest cover or, in every 27 minutes, Aceh will lose one hectare of forest cover. Where Central Aceh lost 3,342 hectares of forest cover, 1,910 hectares of East Aceh, 1,507 hectares of North Aceh, 1,433 hectares of West Aceh, 1,368 hectares of Gayo Lues, 1,259 hectares of South Aceh, and 1,158 hectares of Bener Meriah.

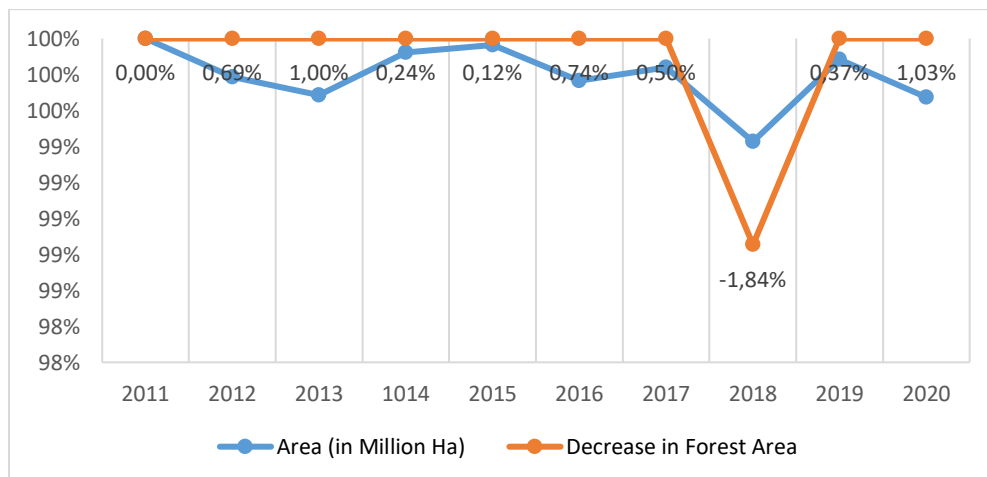


Figure 1. Decreasing forest area in Aceh Province

Source: Directorate of Inventory and Monitoring of Forest Resources Directorate General of Forestry Planning and Environmental Management, Ministry of Environment and Forestry (2022)





The number of cases of forest encroachment and cases of poaching for wildlife The Leuser Conservation Forum (FKL) in 2018 found 2,418 cases of illegal logging covering an area of 4,353.81 and 1,838 cases of encroachment covering an area of 7,546.3 hectares, as well as 108 cases of opening access roads covering an area of 193.85 kilometers. The districts with the highest cases of illegal logging were South Aceh with 473 cases, East Aceh with 437 cases and Aceh Tamiang with 377 cases. While the districts with the highest cases of forest encroachment were East Aceh with 378 cases, Gayo Lues 326 cases and Southeast Aceh 316 cases. As for hunting wildlife, FKL found traps/snares in 2018, namely 613 cases of poaching and in 2017, namely 729 cases.

Based on data from the Ministry of Environment and Forestry No. SK.306/Menlhk/PDASHL/DAS.0/7/2018 July 5 2018 Regarding the 2018 National Critical Land Area by Province in 2018, stated that the critical land in Aceh Province reached 316,637 Ha. This critical land is an indicative target for Forest and Land Rehabilitation (RHL) which is prioritized for immediate rehabilitation. Increasing critical land is actually a simultaneous unity of biophysical, socio-economic and cultural conditions. Meanwhile, according to Mulyawan, Wahjunie, Ichwandi and Tarigan (2022) said that "the biophysical conditions of the watershed, the land cover of the Krueng Aceh watershed in the last 10 years have shown very significant changes in 2020, this change has an impact on the hydrological conditions of the watershed where there is a change in the maximum river discharge in 2020 of 15.78 m<sup>3</sup>/second compared to 2019 of 10.09 m<sup>3</sup>/second".

Hanafiah (2022), argues that if you refer to the rate of deforestation in Aceh, it doesn't look optimal. This is due to the realization of public spending, the availability of facilities and infrastructure, and the mobilization of resources which are still minimal. It was further explained that the results of measuring the boundaries of forest areas in the Central Aceh district area, in part of the forest areas in Central Aceh District, with the installation of boundary signs that had started in 1982 along 1,381.99 KM, 100 percent had been realized. With these socialization efforts, from 2020 to 2021 people have begun to show public attention to forest conservation issues in Central Aceh District, so that in 2022 forest areas and critical land can be maintained with the following areas.



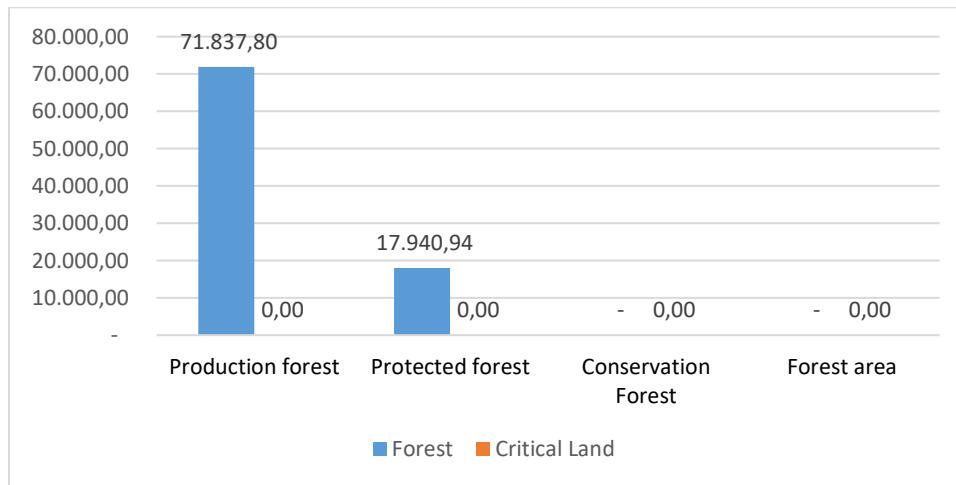


Figure 2. Critical Land Areas Inside and Outside Forest Areas  
Source: DLHK Aceh Province.

The current problem with forests in Aceh Province is not only illegal logging, but encroachment on forest areas and land tenure in the form of agricultural land, plantations and settlements. As a result of encroachment on forest land, this has implications for increasing the area of critical land contained within forest areas and for the degradation of watersheds (DAS). The research report (Rudy, et., al, 2021), states that forest damage that has occurred has caused land to become critical, erosion and sedimentation have increased, which has implications for increasing floods and landslides. Changes in forest function accompanied by land management but without applying appropriate techniques can cause soil damage. If this condition continues, it is feared that there will be physical damage to the land which will result in a decrease in soil fertility and soil productivity and an increase in the area of degraded land.

### 3.2 Implementation of Forest Rehabilitation and Conservation Policies

Regional policies of the Government of Aceh based on provisions in Law Number 11 of 2006 concerning Governance of Aceh, the Government of Aceh has the authority to manage natural resources in the forestry sector in Aceh and has the right to grant permits





for the conversion of Forest Areas and permits related to forest management and utilization. Furthermore, referring to the Decree of the Minister of Environment and Forestry of the Republic of Indonesia Number: SK.932/Menhut-II/2014 dated 31 December 2014 concerning Designation of Protected Forest Management Unit Areas (KPHL) and Production Forest Management Units (KPHP) of Aceh Province, an update was made regional regulations with the issuance of Qanun Aceh Number 7 of 2016 concerning Forestry in Aceh explain that Aceh's forest management is organized based on the specificities of Aceh which aims to obtain optimal and multipurpose benefits in a sustainable manner by guaranteeing the stability of the area and boundaries of forest areas, optimizing various functions of forests, both functions conservation, protection and production functions in a balanced and sustainable manner, increasing the carrying capacity of watersheds for sustainable development, increasing the capability and capacity of community empowerment in a participatory and environmentally sound manner, and optimizing the equitable and sustainable distribution of forest benefits.

Basically, the study of forest policy will not be far from understanding the relationship between the authorities (regulators), forests and communities in two aspects, namely juridical and sociological. Juridically, it has been stipulated in the legal framework that communities with related rights to forests (customary forests or private forests) obtain their legal status and are obliged to protect them. This condition is adjusted from the provisions of the Forestry Law, whereby the state divides forest status into two types, namely private forest and state forest. In a sociological aspect, forests and communities cannot be separated on the basis of forests as one of the supports for life and the prosperity of the people whose existence must be maintained optimally (Sembiring, Sundawati & Nugroho, 2021). The deepening of this sociological aspect will lead us to patterns of community participation in forest management, where the government legally through forestry administration accommodates Community Based Forest Management so that the community is felt capable of being the main actor in forest management and the state provides space in forestry policy.

As for good forestry law enforcement, it needs to be realized considering environmental problems are increasing along with industrial development and population, especially in developing countries (Taufik, Hamrun, & Harakan, 2017). That the increasingly





damaged quality of the environment cannot be repaired and restored 100% back to normal. 11 Even though Law Number 41 of 1999 concerning Forestry includes penalties for forest destruction. 12 However, based on data recorded in Forest Watch Indonesia from 2000 to 2017, Indonesia has lost more than 23 million hectares of natural forest. The weakness of forestry institutions at the field level, the fragility of the system for safeguarding forest resource assets, the administration of permits without policies controlled by the government are the reasons why forest problems in Indonesia are getting more complicated. Environmental management and natural resource conservation in Indonesia need to be studied intensively because environmental management is impossible without legal regulations (Suriansyah, 2012). The government issued a development policy for Forest Management Units (FMU), namely organizations that work at the site level and are expected to become litigation for the implementation of a sustainable forest management system of economic functions, social functions, and environmental functions, to be just and realize the sustainability of forests that can run efficiently and optimal.

The establishment of FMUs is a new and permanent regulatory entity, which directly addresses existing issues and provides the basis for better forest governance, planning, co-management of forest resources, monitoring and stakeholder engagement. In addition, FMUs have a key role in efforts towards sustainable development in terms of the economy, climate change mitigation and adaptation and biodiversity conservation (Setiajiati, 2017). With the existence of an FMU, the integration of existing instruments and resources to realize the transformation and decentralization of governance and forest management institutions can be synergized (Setiajiati, 2017). It is hoped that the establishment of the FMU can serve as a momentum to improve forestry governance issues in Indonesia. FMU development is an important mandate from the Laws and Regulations that regulate forest resources. The policy foundation for FMU development is based on several laws, while the foundation for its development is regulated in a number of Government Regulations and the technical basis for its implementation is regulated in a number of Ministerial Regulations. FMU development policy is a conservation activity carried out to support efforts to increase community welfare by preserving, balancing and utilizing living natural resource ecosystems (Pamuladi, 1999)





which is the responsibility and authority of the Central, Provincial and Regency/City Governments.

Conceptually, the development of FMUs is a process of shifting institutions that bring fundamental changes to the way of thinking, value systems and culture of managing Indonesia's forests. As an idea for improving forest governance, KPH is a national priority as stated in the Medium Term Development Plan (RPJM) for the Forestry Subsector. The existence of an FMU allows identification of the existence and needs of the community for the benefits of forest resources more clearly and accurately, so that the processes of recognizing rights, permits and cooperation become more feasible (Rahmadanty, Handayani, & Najicha, 2020). The FMU has the role of implementing forest management in the field or at the site level which must ensure that forest management is carried out in a sustainable manner according to its function. With the existence of KPH, the integration of existing instruments and resources to realize the transformation and decentralization of governance and forest management institutions can be synergized. 30 The formation of KPH is expected to be used as a momentum to improve forest governance problems in Indonesia (Rideng, Astar, & Nahak, 2018) . An FMU area is a forest management area that is built at the site level according to its main function and designation in order to reach each area effectively, efficiently and sustainably, where the FMU consists of a Conservation KPH (KPHK), Protection KPH (KPHL) and Production KPH (Production KPH). ).

The establishment of FMUs is a new and permanent regulatory entity, which directly addresses existing issues and provides the basis for better forest governance, planning, co-management of forest resources, monitoring and stakeholder engagement. In addition, FMUs have a key role in efforts towards sustainable development in terms of the economy, climate change mitigation and adaptation and biodiversity conservation (Sembiring, Sundawati & Nugroho, 2021). The presence of KPH as a forest management organization at the site level is to ensure that claims on forest resources must receive state protection (referring to legality), as well as claims of a person or group must be able to generate or enforce obligations for other people or groups to respect these claims ( refers to legitimacy), and claims to resources will require costs for managing and enforcing rights (referring to the ability to finance and provide adequate human resources).





### 3.3 Implementation of the Aceh Forest Rehabilitation Qanun

Qanun is a regional regulation with the scope of application in Aceh Province and districts/cities within Aceh Province. The regulation of qanuns is contained in Law No. 11 of 2006 concerning the Government of Aceh which functions as a regional regulation, namely carrying out regional autonomy and co-administration, administering regulations and not contradicting higher laws and regulations. With reference to the Forestry Law, the Regional Government Law, especially qanun Number 7 of 2016 concerning Aceh forestry and other implementing regulations, that the Aceh Government has the authority, affairs, rights, obligations and responsibilities to manage forest areas in Aceh. Various challenges faced in forest issues in Aceh.

In the formation of qanun Number 7 of 2016 concerning Aceh forestry, there were various challenges faced in its formation, namely: 1. Lack of availability of human resources. Insufficient availability of quality human resources in the forestry sector for the success of sustainable development and also sustainable life. Therefore, in the interest of accelerating development in any field, particularly in the forestry sector, improving the quality of human resources is a major requirement. Even so, for the management of the UPTD area of the Aceh Forestry Service, a large number of human resources are needed so that the management objectives are achieved. Sabar and Pagilingan (2019) added that there are criteria for fulfilling human resources, namely the current number of human resources, the number of technical forestry activities (in long-term forest management), and the area of certain forest areas so that the ideal number of resources can be mapped to manage forest areas in Aceh. .

Another problem was reported by Setyadi (2020), that is budget limitations in formulating rules and policies. The Indonesian Forum for Budget Transparency (FITRA), in 2013 conducted a study on forest management in 3 provinces and 6 districts. The results of the study found that areas that have abundant natural resource potential can be optimized to improve people's welfare. However, the local government has not been able to optimize this potential, allegedly because of the minimum budget for forestry in the region. A number of these studies are not enough to answer the process of preparing an ideal program and budget plan in the forestry sector, especially FMUs so that they can support government performance in realizing sustainable forests and community welfare (Jamilah & Rahmi,





2023). Apart from that, the attention factor of the Aceh government is not yet serious about forest management. The forest area in Aceh has the largest area on the island of Sumatra with high potential for natural resources and biodiversity. Therefore, the management of the region, especially Aceh, must receive more attention and priority from the government. The current condition of the forest is very apprehensive. Forest destruction in Aceh Province is still rife. Forest encroachment for plantations and illegal logging are two illegal activities that must be watched out for. Based on data from the Aceh Natural Forest and Environment Foundation (HAKA), forest damage for the 2016-2017 period amounted to 17,333 hectares. The three big districts with the highest level of damage were North Aceh covering 2,348 hectares, Central Aceh around 1,928 hectares and South Aceh around 1,850 hectares (Jamilah & Rahmi, 2023).

Therefore, to speed up the implementation of implementing regulations for Qanun Aceh Number 7 of 2016 concerning Aceh Forestry, the Aceh government must put more effort, be more assertive and work together with the community so that implementing regulations for forest management can be resolved. Several efforts can be made to realize these regulations: first, the use of legal experts in formulating implementing regulations; second, increasing the quality of human resources in the forestry sector; third; the drafting program for the formation of implementing regulations must be prioritized; fourth, the program for harmonization of authority with the central government; fifth, to remap issues and problems through information from various parties; sixth, involving the community in providing opinions regarding forest management in Aceh (Al-Qadri 2020).

This is in accordance with Law Number 11 of 2006 Article 150 concerning the Government of Aceh which states: 1. The government assigns the Government of Aceh to manage the Leuser ecosystem area in the Aceh region in the form of protection, security, preservation, restoration of forest area functions and sustainable forest use. 2. The government, Aceh government and district/city government are prohibited from issuing forest concession permits in the Leuser ecosystem area as referred to in paragraph (1) 3. In implementing the provisions referred to in paragraph (1), the Aceh government coordinates with district/city governments and can cooperate with local governments and other parties 4. In the framework of the implementation referred to in paragraph (1), the Government is





obliged to provide a budget, facilities and infrastructure (Pamuladi, 1999; Mirwan, 2019). Then it can be understood that the issuance of Presidential Regulation Number 88 of 2017 concerning Settlement of Land Tenure in Forest Areas and its derivative regulations, namely Regulation of the Minister of Environment and Forestry Number P.17/Menlhk/Setjen/Kum.1/5/2018 concerning Procedures for Releasing Forest Areas and Changes in Forest Area Boundaries for Land Sources for Agrarian Reform Objects are the entry point for resolving this issue. With the presence of these policies, it remains only to ascertain the extent to which these regulations or policies are implemented (Mirwan, 2019)

### 3.4 Community Empowerment Based Policy Implementation Model

Even though the FMU is already running, its construction performance is considered not ideal and there are still many limitations in operationalizing it. These limitations bring internal and external problems in the development of the FMU itself (Nugroho 2013). Another factor that causes the destruction of protected forests is the economic factor of the community around the forest which is described as a poor farming community, that the cause of high forest encroachment is the motivation of farmers to own land in protected forest areas (Jamilah & Rahmi, 2023). Meanwhile, according to Forest Watch Indonesia, several problems were identified (Al-Qadri, 2020), including:

Limited professional Human Resources (HR) at the field level in terms of quality and quantity. This is related to the institutional form in the form of the Regional Technical Implementation Unit (UPTD) which is more developed by the regions than the form of Regional Work Units (Sabar & Pagilingan, 2019). 1) The problem of developing human resources with administrative and competency requirements (procurement of employees, provision of technical education and compatibility of professional competencies) is difficult; 2) Provincial/District/City Government support is not yet optimal. Local governments do not yet understand the functions and benefits of FMUs for regional development, delays in the development of FMUs in the regions due to lack of funding support and local government uncertainty. The forestry sector (the FMU development area) has not yet become a priority area in regional autonomy. The assumption that the head and staff of the FMU (regional officials from the center) will burden regional finances; 3) With regard to Dis-harmonization





of Relationships There is a need for amendments and/or addendums to regulations as a legal basis for the operation of FMUs because the level of dependence on directives from the center is still high due to a lack of certainty in authority, main tasks, functions, working relations, coordination, synchronization, networking for exchange of learning between the KPH and the Forest Service; 4) Social Conflict A number of FMU development area allocations still have high land conflicts. If it is not resolved immediately, the slower these problems will be, the more difficult it will be to overcome them. These problems can also be a threat of division for the parties involved because of different interests; 5) Economic Interests Each region has its own economic power, this economic power can be used to drive FMUs. So that the development of FMUs must be adjusted to the potential of the region so that it can have an economic impact on the area.

With the issuance of Law no. 23 of 2014 concerning Regional Government, forestry affairs are the affairs of the provincial government. The party that has authority in managing protected forests, in this case, is the provincial government. While the community is a party that lives and carries out activities such as gardening in protected forest areas. Dahrendorf (Rideng, Astara, & Nahak, 2018), said that because authority is legitimate, sanctions can be given to those who do not obey it. In managing protected forest areas, the provincial government through related agencies has the right to impose sanctions on parties who commit violations in protected forest areas. Furthermore, in Dahrendorf's perspective (Rudy, et., al, 2021) regarding conflict, he sees that the government is the highest authority holder so that the government controls authority in a society which is a key element and is expected to control and dominate the expectations of interested parties (Suhada , Kartodihardjo, & Darusman, 2019).

The existing condition can be described in the following scheme



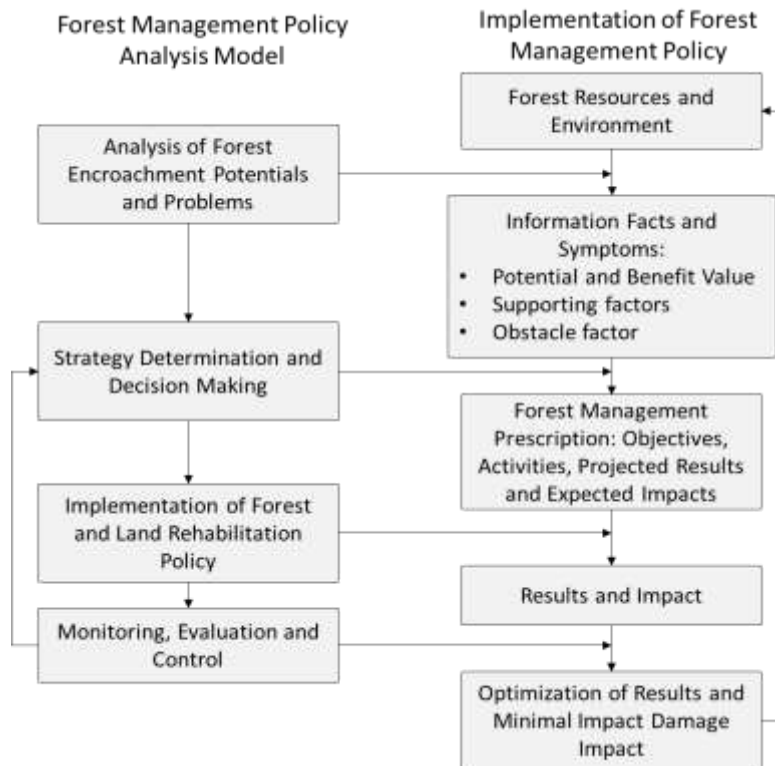


Figure 3. Policy implementation analysis flow model  
(Source: designed by researchers)

The construction of forest management is continued in various regulations related to the Community-Based Forest Management (PHBM) scheme to the Social Forestry pattern through regulation of the minister of environment and forestry Number P.83/MenLHK/Setjen/Kum.1/10/2016 concerning Social Forestry which adopts the principles of Social Forestry or Forestry. Social activities such as community forestry and village forestry are options that can be taken by the community, especially village communities. On the other hand, in the general plan for allotment, provision, procurement and use of forests that ideally meet the interests of the community and development needs tend to discriminate so that it does not only have an impact on shifting development principles that are more dominant in impacting the orientation of forest product



management. However, forest management tends to be a commodity oriented to minimize the interests and participation of the community. This condition illustrates that forests in Indonesia are no longer a source of blessings for the government and the community (Rudy, *et, al*, 2021).

Based on the consideration of the prospect of guaranteeing the smooth operation of the operational process, it is necessary to arrange strategic positions and add supporting or balancing positions to the Ministry of Home Affairs and Regional Governments that are in the management of the FMU (Suhada, Kartodihardjo, & Darusman, 2019). Limited government/regional government resources and weak support from various parties due to limited understanding and knowledge of FMUs are the main source of problems in the development of FMUs. Then the construction of a model for implementing forest protection and rehabilitation policies is proposed as shown below.

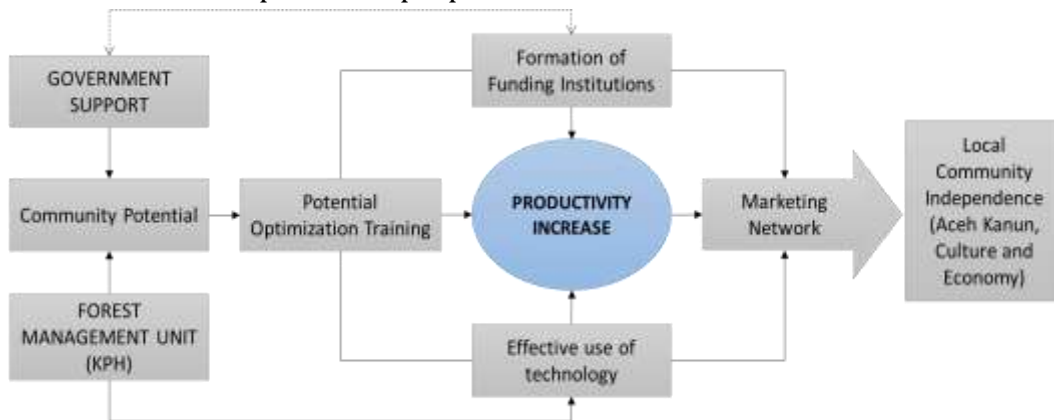


Figure 4. Increasing Community Potential-Based Participation  
(Source: designed by researchers)

Here the interests and participation of the community began to be accommodated through changes to the Forestry Law from Law Number 5 of 1967 to Law Number 41 of 1999, through the strengthening of Community Forests, Customary Forests and Village Forests (Taufik, Hamrun, & Harakan, 2017 ). Another dilemma is in examining forest management authority. The transformation of regional government authority through Law Number 32 of 2004 concerning Regional Government to Law Number 23 of 2014 concerning Regional



Government is a new chapter not to maintain the consistency of systemic forest management polemics. However, in reality, through Law Number 23 of 2014 concerning Regional Government, the management of forestry resources is only up to the provincial level (Article 14) and is included in the implementation of forest governance in forest management units. Regency/City Governments are only authorized to manage forest parks.

Even though some authorities at the Regency/City level have been lost, including forestry affairs which are currently under the authority of the Central and Provincial Governments, which have been stipulated in the Law, on the basis of the separation of powers this has led to inconsistencies in the regulations under them. The authority for planning, management and licensing that previously existed down to the Regency/City level was eliminated. So that this authority lies at the level of the Central Government and Provincial Governments. But unfortunately, several regulations on forest management still use licensing procedures through district/city governments (in the Minister of Environment and Forestry Regulation Number P.39/MenLHK/Setjen/Kum.1/6/2017 and the Minister of Environment and Forestry Regulation Number P. .83/MenLHK/Setjen/Kum.1/10/2016). The government's interest in this matter as an authority in forestry management is to ensure that protected forests function as stated in Law no. 41 of 1999, where protected forest is a forest area that has the main function of protecting life support systems to regulate water management, prevent flooding, control erosion, prevent seawater intrusion, and maintain soil fertility. So the government has the right to impose sanctions on parties who violate the use of some protected forest areas. On the other hand, people who live in protected forest areas have an interest in meeting their needs, such as for housing and for carrying out agricultural activities.

Community-Based Forest Management (Figure 4) is a forest management scheme that provides space for village communities around the forest as the main actors. In fact, initiatives like this have been going on for a long time, from generation to generation. For example, the form of customary forest management, rimboban, imbopsako/parabukalo and so on. In essence, all of these forms aim to protect the forest as a life support for the local community. If a member of the community violates it, they will be subject to the applicable





customary sanctions. It's just that initiatives like this are sometimes not accommodated by the government.

Law Number 23 of 2014 and Presidential Regulation Number 16 of 2015 have implications for PHBM scheme services at the central and regional levels. Presidential Decree No. 16 of 2015 has merged the Ministry of Environment and Ministry of Forestry to become the Ministry of Environment and Forestry (KLHK). Through this Perpres, the structure and authority of PHBM services has also been improved and consolidated within the Directorate General of Social Forestry and Environmental Partnerships (Ditjen PSKL). Previously, PHBM services were spread across several directorates general: village forests and community forests at the Directorate General of Watershed Management Development and Social Forestry, community plantation forests at the Directorate General of Timber Business Development.

At the regional level, Law Number 23 of 2014 has transferred the authority for forestry affairs in the district government to the provincial government, except for the grand forest park which remains within the scope of the district government. Prior to this regulation, the regency government had the authority to issue business permits for the utilization of community forests and business permits for timber forest products from community plantation forests. With these two new regulations, the Ministry of Environment and Forestry made the Minister of Environment and Forestry Regulation concerning village forests, community forests and community plantation forests. There are several interesting things in the regulation: 1. trimming the bureaucratic pathways for obtaining permits/rights for village forests, community forests, and community plantation forests, 2. Working groups for accelerating social forestry in each province, 3. Online applications, and 4. FMUs that are already operational have the authority to approve RPHD, RKU, and RKT.

Referring to the construction of the proposed implementation model (Figure 4), when examined from the Betering concept (Zahara, Nirzalin, & Abubakar, 2021), forest management involves concepts of forestry practices and business concepts (such as analysis of economic alternatives) to achieve goals in the interests of forest owners. . Furthermore, they said that management requires a plan and evaluation of forest management activities in order to achieve the goal. Kangas, et., al (Zahara, Nirzalin, & Abubakar, 2021) states that





forest management planning is an important way of making decisions related to forestry. The concept of governance for forest rehabilitation and protection can be optimized by improving the quality of work and functions of the FMU. This is in accordance with Qanun Aceh No. 7 of 2016 concerning Aceh Forestry, Article 4: 1) The Government of Aceh has the authority to regulate and manage government affairs in the forestry sector, except for those that fall under the authority of the Central Government; 2) The Government of Aceh in regulating and administering forests as referred to in paragraph (1), has the authority to: (a) organize and manage everything related to Forests, Forest Areas and Forest Products; (b) planning the designation or designation of certain areas as Forest Areas or Forest Areas as non-Forest Areas; and c. regulate and determine the legal relationship between people and forests, as well as regulate legal actions regarding forestry. Therefore, Aceh's forests are the final bastion for biodiversity and the wealth of tropical natural forests on the island of Sumatra because they have high potential resources including wood, non-timber and environmental services. In the Aceh forest spatial pattern, there is a designation of areas that previously had non-forest status as forest areas of  $\pm 26,241$  hectares. This is due to the high rate of deforestation in Aceh of around 7,648.1 hectares per year. Therefore, Aceh's forest area is divided into 7 (seven) working areas of the Forest Management Unit (KPH/Forest Management Unit) with areas based on watersheds (DAS).

#### 4. CONCLUSION

Forest rehabilitation and protection policies as stipulated in laws and government regulations have been followed up with regional regulations, the implication is that the development of FMUs is considered not ideal and there are still many limitations in carrying out operations including limited professional human resources (HR), local government support that has not been optimal, there is disharmony of relations, there are social conflicts and economic interests. Considering this, the ideal model for implementing forest conservation and protection policies is to involve the community. This is also stated in the Aceh Qanun, but the policy is still constrained by the readiness of human resources, budget and technical skills. The husk of the proposed policy implementation to support the realization of the Aceh Qanun is a Community-Based Forest Management (PHBM) model,





which is a forest management scheme that gives space to village communities around the forest as the main actors.

Village Regulation PDTT No 21 of 2015 states that village forests and community forests are priority activities to be funded by village funds as long as they are included in the RPJM Village document. The Ministry of Environment and Forestry has also made PHBM one of the main performance indicators as set out in the RPJMN. It is hoped that in the future, the two ministries can work together to improve the welfare of people living around the forest. Provincial and district/city regional governments as extensions of the central government must also synergize and support each other in implementing the policies of the two ministries. So that the economic growth of rural communities around the forest can increase and reduce the rate of urbanization and accumulation of people in various cities in Aceh Province.

## 5. RECOMMENDATION

Efforts to protect forest areas through the development of FMUs should be appreciated. In order for FMUs to run ideally according to their objectives, various problems that impede the operationalization of FMU development must be addressed immediately through coordination, collaboration and synchronization both at the regional and central levels. Given the challenges to the behavior of community members who are part of the destruction of forests more and more. So it is deemed necessary to increase (quantity) of rangers, so that they are able to cover supervision according to the area of the forest, including increasing supporting facilities and infrastructure in the framework of forest protection. This rehabilitation concept is carried out in an effort to maintain forest sustainability so that forest rehabilitation policies can be realized in a sustainable manner, it is suggested that community involvement in village forest management is important. The management and governance carried out by the relevant community institutions/institutions should have begun to receive attention so that participation continues to increase in maintaining forest sustainability and benefiting the people living in the forest area. So that forests remain sustainable and people can live in prosperity, therefore





it is necessary to implement Qanun Number 7 of 2016 considering the increasingly urgent needs in the field.

## REFERENCES

- Achmad, B., Diniyati, D., Fauziyah, E., and Widyaningsih, T. S. (2015). Analisis Faktor-faktor Penentu dalam Peningkatan Kondisi Sosial Ekonomi Petani Hutan Rakyat di Kabupaten Ciamis. *Jurnal Penelitian Hutan Tanaman*, Vol. 12(1): 63–79.
- Agustini, S., Dharmawan, A. H., dan Putri, E. I. K. (2018). Bentuk Pengelolaan Hutan Nagari Sungai Buluh Kabupaten Padang Pariaman. *BHUMI: Jurnal Agraria Dan Pertanahan*, Vol. 3(2), 267–278.
- Al-Qadri, MI. (2020). Kebutuhan Aturan Pelaksanaan terhadap Implementasi Qanun Aceh Nomor 7 Tahun 2016 tentang Kehutanan Aceh. *JIM Bidang Hukum Kenegaraan*, Vol. 4 (1), 64-71.
- Astuti, E.W., Hidayat, A., dan Nurroch, D.R. (2020). Community Forest Scheme: Measuring Impact in Livelihood Case Study Lombok Tengah Regency, West Nusa Tenggara Province. *Jurnal Manajemen Hutan Tropika*, Vol. 26(1), 52-58
- Bagaskara, F., dan Tridakusumah, A.C. (2021). The Dynamics Of Community Forest Management (Case Study of Lmdh Tani Mukti Giri Jaya, Mekarmanik Village, Cimenyan District, Bandung Regency). *MIMBAR AGRIBISNIS, Jurnal Pemikiran Masyarakat Ilmiah Berwawasan Agribisnis*. Vol. 7(1), 805-823
- Broto, B. W., Taufik, M., and Sumardanto, P. (2017). Peran Pemerintah Kabupaten Gunungkidul dalam Pengembangan Hutan Rakyat. in: *Hutan Rakyat di Simpang Jalan* Gadjah Mada University Press, Yogyakarta.
- Butar, V. B., Duryat, and Hilmanto, R. (2019). Strategi Pengembangan Hutan Rakyat di Desa Bandar dalam Kecamatan Sidomulyo Kabupaten Lampung Selatan. *Jurnal Sylva Lestari*, Vol. 7(1): 110–117
- Cholillah, J (2017). Pengelolaan Hutan Berbasis Budaya Lokal Di Dusun Pejam Kabupaten Bangka. *Jurnal Society*, Vol V (1), 45-58
- Ekselsa, G., Yuwono, S. B., and Hilmanto, R. (2017). Respon Masyarakat terhadap Implementasi Sistem Verifikasi Legalitas Kayu di Kelompok Tani Makmur Desa





- Totoprojo Kecamatan Way Bungur Kabupaten Lampung Timur. *Jurnal Sylva Lestari*, Vol. 5(2): 1–11.
- Fauzan, H., Sulistyawati, E., and Lastini, T. L. (2019). Strategi Pengelolaan untuk Pengembangan Hutan Rakyat di Kecamatan Rancakalong, Kabupaten Sumedang. *Jurnal Sylva Lestari*, 7(2), 164–173
- Hanafiah, J (2022). 251 Ribu Hektar Hutan Aceh Rusak, Upaya Pemulihan? Artikel, dari <https://www.mongabay.co.id/2022/03/26/251-ribu-hektar-hutan-aceh-rusak-upaya-pemulihan/>
- Hastuti, Mappamiring, dan Abdi (2021). Pengelolaan Kawasan Hutan Lindung Di Unit Pelaksana Teknis Kesatuan Pengelolaan Hutan Mata Allo Kabupaten Enrekang. *Journal of Scientific Studies of Public Administration Students (KIMAP)*, Vol. 2 (1), 171-185
- Jamilah, M dan Rahmi, E (2023). Peranan Qanun Aceh dalam Pengelolaan Kawasan Hutan sebagai Upaya Mengurangi Laju Deforestasi. *Jurnal Pendidikan Tambusai*, Vol. 7 (2), 6074-6082
- Mirwan. (2019). Implementasi Kebijakan Pengelolaan Hutan Hak di Kabupaten Donggala Provinsi Sulawesi Tengah. *eJurnal Katalogis*, Vol. 4 (12), 84-95
- Moleong, L.J. (2017). *Metodologi Penelitian Kualitatif*. Edisi Revisi. Bandung : PT Remaja Rosdakarya.
- Mulyawan, R., Wahjunie, E.D., Ichwandi. I., dan Tarigan, S.D. (2022). Kajian Peran Stakeholder Pada Implementasi Kebijakan Pengelolaan DAS Terpadu, Studi Kasus DAS Krueng Aceh. *Jurnal Ilmu Lingkungan*, Vol. 20 (2), 198-209
- Nugroho B, (2013), Reformasi Kelembagaan dan Tata Kepemerintahan: Faktor Pemungkin Menuju Tata Kelola Kehutanan yang Baik dalam Kartodihardjo H. (ed): "Kembali Ke Jalan Lurus: Kritik Penggunaan Ilmu dan Praktek Kehutanan Indonesia". Force Development dan Tanah Air Beta, Yogyakarta.
- Nuribadah (2022). Eksistensi Pemerintah Aceh Dalam Mengurangi Kerusakan Hutan (The Existence of the Government of Aceh in Reducing Forest Destruction). *Asia-Pacific Journal of Public Policy*, Vol. 08 (01), 25-35
- Pamuladi, B (1999). *Hukum Kehutanan & Pembangunan Bidang Kehutanan*, Cetakan 3, Jakarta: PT Raja Grafindo Persada





- Rahmadanty, A., Handayani, G.A.K.R., dan Najicha, F.U (2020). Kebijakan Pembangunan Kesatuan Pengelolaan Hutan Di Indonesia: Suatu Terobosan Dalam Menciptakan Pengelolaan Hutan Lestari. *Al' Adl : Jurnal Hukum*, Vol.13 (2), 264-283
- Rideng, I.W., Astara, I.W.W., dan Nahak, S (2018). Model Pengelolaan Hutan Desa Berbasis Desa Adat di Desa Selat, Kabupaten Buleleng. *Community Services Journal (CSJ)*, Vol. 1 (1), 8-14
- Rif'an, M. (2020). Dilema Kebijakan Pengelolaan Hutan di Indonesia. *Jurnal Hukum Lex Generalis*, Vol. 1(8), 40-47.
- Rudy, R., Yonariza, Y., Yanfika, H., Rahmat, A., Ramadhani, W.S., dan Mutolib, A (2021). Forest Cover Change and Legal Pluralism in Forest Management: A Review and Evidence from West Sumatra, Indonesia. *Journal of Science & Technology*, Vol. 6 (2), 299-314
- Sabar, A dan Pagilingan, G. (2019). Management System of Community Forest And Effect On Community Income. *Journal of Food and Forest* Vol. 01 (01), 37-48
- Sembiring, F.R., Sundawati, L., dan Nugroho, B (2021). The Failure Factors of Collective Action in Promoting the Recognition of Customary Forest: Case of Kenegerian Rumbio Customary Forest in Riau Province. *Jurnal Manajemen Hutan Tropika*, Vol. 27(2), 110-122
- Setiajiati, F. (2017). Desain Model Pengelolaan Hutan Lindung Di KPHP Batulanteh, Provinsi Nusa Tenggara Barat. Institut Pertanian Bogor.
- Setyadi, A (2020). Hutan Aceh Seluas 2,5 Kali Ukuran Banda Aceh Hilang Akibat Perambahan. Baca artikel detiknews, dari <https://news.detik.com/berita/d-4879370/hutan-aceh-seluas-25-kali-ukuran-banda-aceh-hilang-akibat-perambahan>.
- Sugiyono. (2020) Metode Penelitian Kuantitatif, Kualitatif dan Mix Methode. Bandung: Penerbit Alfabeta
- Suhada, N., Kartodihardjo, H., dan Darusman, D. (2019). Efektivitas Implementasi Kebijakan Pengelolaan Taman Hutan Raya Sultan Syarif Hasyim di Provinsi Riau. *Jurnal Media Konservasi*, Vol. 24 (1 ), 34-44
- Suriansyah, M (2012), Hukum Kehutanan Penegakan Hukum Terhadap Kejahatan di Bidang Kehutanan, Cetakan II, Penerbit Laksbang Grafika, Yogyakarta.







- Taufik, A., Hamrun, dan Harakan, A (2017). Implementasi Good Forest Governance Dalam Pengelolaan Hutan Lindung Di Kabupaten Bantaeng. *Jurnal Analisis Sosial Politik*, Vol. 1, No 1, 9-16
- Zahara, A., Nirzalin, dan Abubakar, M.B (2021). Implementasi Kebijakan Qanun Kota Lhokseumawe Nomor 9 Tahun 2015 Tentang Pengelolaan Sampah Oleh Dinas Lingkungan Hidup Kota Lhokseumawe. *Jurnal Transparansi Publik*, Vol. 1 (1), 1-10

