

Policy Implementation of Livelihood Plant Partnership Area Management on PT. Bumi Mekar Hijau And Riding Bersatu Farmers Association at Riding Village, South Sumatera

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Abstract:

Management of livelihood plant partnership area held by PT. BMH and Riding Bersatu Farmers Association had not effective yet because no significance effect on both management realization and community's welfare. The purpose of this research was to analyze effectiveness of policy implementation and policy strategy arrangement to increase realization management of livelihood plant partnership area. The research method uses qualitative analyze on unsuccessful program which did not successfully achieve benefit. In addition, program executor did not have agroforestry activity capability, executor's commitment, and executor's power, interest, also strategy in implementing agroforestry activity who considerably unsupported the program successfulness. All stakeholders' obedience and response also became extremely important thing. If policy content variable did not reach the determined target, the program implementation would not generate optimal result. Therefore, strategy performed to optimize the program was synchronizing policy content with the policy context in integrated policy system.

Keywords: PolicyStrategy, Partnership, Social Forestry.

Abstrak (Indonesia):

Pengelolaan areal kemitraan tanaman penghidupan yang diselenggarakan oleh PT. BMH dan Ikatan Tani Riding Bersatu belum efektif karena tidak berpengaruh signifikan terhadap realisasi pengelolaan dan kesejahteraan masyarakat. Tujuan penelitian ini adalah untuk menganalisis efektivitas implementasi kebijakan dan penyusunan strategi kebijakan dalam meningkatkan realisasi pengelolaan kawasan kemitraan tanaman penghidupan. Metode penelitian yang digunakan adalah analisis kualitatif terhadap program yang tidak berhasil yang tidak berhasil memberikan manfaat. Selain itu, pelaksana program tidak memiliki kemampuan kegiatan agroforestri, komitmen pelaksana, dan kekuatan pelaksana, kepentingan, serta strategi dalam melaksanakan kegiatan agroforestri yang sangat tidak mendukung keberhasilan program. Kepatuhan dan tanggapan semua pemangku kepentingan juga menjadi hal yang sangat penting. Jika variabel isi kebijakan tidak mencapai target yang ditentukan, maka implementasi program tidak akan memberikan hasil yang optimal. Oleh karena itu, strategi yang dilakukan untuk mengoptimalkan program tersebut adalah menyelaraskan konten kebijakan dengan konteks kebijakan dalam sistem kebijakan yang terintegrasi.

Kata Kunci: Strategi Kebijakan, Kemitraan, Perhutanan Sosial.

1. Introduction

Livelihood plant partnership with community is implemented by Industrial Plantation Forest PT. Bumi Mekar Hijau (HTI PT. BMH) and Riding Bersatu farmers association at 10.000 Ha land sub-district area of Riding Village, Pangkalan Lampam . Policy implementation of this partnership refers to Social Forestry scheme that contained in Regulation of Ministry of Environment and Forestry Number P.83/2016 where in forest management activity is carried out by indigenous people as the main actor.

Social forestry is a government policy to settle conflict which occurred between indigenous people and forest manager. Thus, government made better forest management solution by involving indigenous people to manage the forest collectively [1]. Management area conflict between villagers of Riding Village and PT. BMH motivates livelihood plant partnership. The conflict arisen because indigenous people livelihood is disturbed by operational activities of PT. BMH. The decreasing of wood forest product, agriculture field, and villagers' livelihood were emerged cause forest management alteration. The management shifting takes place from wood extraction into whole forest ecosystem utilization [2], including non-wood product utilization carried out by the local people. Legality of the local people's activity around PT. BMH area is stipulated in social forestry scheme in form of Decree of Directorate General of Social Forestry and Environment Partnership Number SK.9/2017 on Recognition and Forestry Partnership Protection between Riding Bersatu farmers association and HTI PT. BMH. The partnership programs are stated in Partnership Agreement (NKK) between PT. BMH and Riding Bersatu farmers association. It is a collective policy which must be obeyed to improve local people's living standard and bring social dynamics for better direction through environmental balance [3] as well as forest resources sustainability consideration [2].

Implementation of livelihood plant partnership in

community development becomes a program to develop independency, train and strengthen bargaining position of local people upon all pressures in various life fields and sectors [4]. However, according to [5], the practice on-site tends to inconsistent on policy stipulated and outcome consequences. The program activity has not solved problem in the field due to unspecified designed. Success and failure of a program/activity are not needed because these parameters cannot be proven based on the fact in the field but only relies on administration responsibility accomplishment [6].

Based on the above explanation, this research aims to establish effectiveness of life-support partnership area management policy implementation and how the policy strategy increase livelihood plant effectiveness in order to improve local people's welfare and forest sustainability management.

2. Material and Methods

This research was performed in life-supported plantation partnership area of with Riding Bersatu farmers association at Riding Village, Ogan Komering Ilir District, South Sumatera Province since March until September 2019. The research location map was presented in figure 1. This research method is qualitative method which using primary and secondary data. Primary data were obtained from field surveys and in-depth interviews with 25 selected respondents who directly aware of related problems. Moreover, it was accompanied by secondary data from literature review; activity report; and field documentation about problem information, involved actors, problem identification, management component, and relevancy intercomponents in livelihood plant partnership area as the research object.

The selection of respondents uses the snowball sampling method to find out information from key informants about other informants who relevant to the field of research studies [7]. Key informants were 25 people that classified into 1) field officer who performed

actual activity such as forestry socialization, Forest Management Unit officer of Sungai Lumpur Riding as company officer 2) farmers association and 3) government stakeholders start

of village into province level of South Sumatera Province.

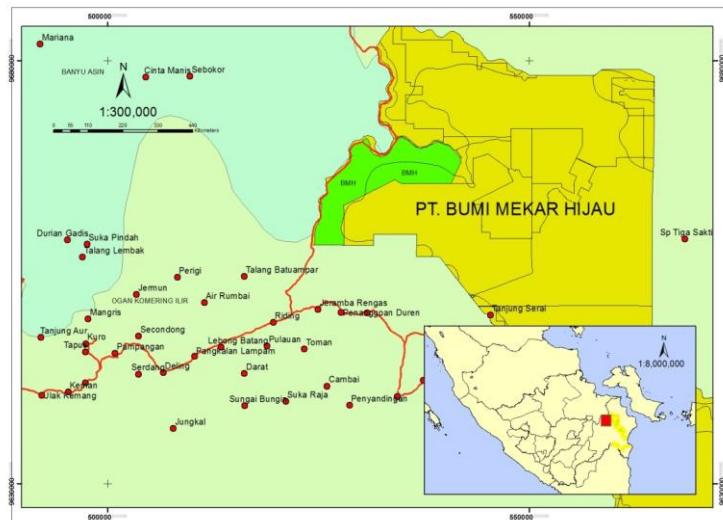


Figure 1. Map of research location

This research used thinking map from Grindle (1980) about policy implementation theory by measuring policy implementation in the field through two variables i.e. policy content and policy context. Policy content variable is included how interest influenced a program, perceived benefits, expected change, decision maker position, program executor, and the involved resources. Meanwhile, policy context variables included the influence of power, interest, and strategies of actor who involved, powerful institution characteristic, and obedience as well as response.

Those variables might be an successful implementation if its outcome could directly perceive by local people then change their behavior and attitude. Policy implementation needs to be carried out because in that stage we were able to see conformity level of factors which affected a program of policy implementation [8]. In consequences, implementation was a dynamic process in performing a policy with activity that eventually generated an outcome in line with its purpose or target [9].

3. Result and Discussion

HTI PT. BMH performs obligation to manage livelihood plant partnership area management based in Regulation of Ministry of Forestry.

Number P.12/2015 Jo P.17/2017 on Industrial Plantation Forest and Regulation of Ministry of Environment and Forestry Number P.83/2016 on Social Forestry. One obligation of the license holder is allocating 20% forest area to be management area which carried out executed together with community around the forest area by livelihood plant partnership pattern.

Riding villagers depend their living on wood and non-wood forest products. Therefore, as its responsibility, PT. BMH performs livelihood plant partnership as one of conflict resolutions and to improve local people welfare as well. According to [10], to improve national economy, forest management should be carried out together with local people based on sustainability development so that balancing occurred between economic, social, and environmental aspects which all influence and interaction between them. Cultural and social environmental integration will create even out

development pattern that becomes good ecosystem management pattern and wrapped in continuous forest management pattern [2].

Based on field observation and in-depth interview on respondents related to livelihood plant partnership area management policy implementation which consists of 2 (two) variables i.e. policy content and policy context were obtained as follows:

3.1. Influenced Interest

Management of life-support partnership area initiating by local people rejected upon the concession license issue on the area which previously belongs to local people. Their living relied on the area by planting rice in *sonor* manner (Sonor is local wisdom of South Sumatera people especially those who live in east coastal area which their land mainly dominated by swamp valley and peat moss. The local people planted rice on the ex-burned area every once 4-5 years at long dry season time [11]), herding buffalo, an admission that the area was devolved for generations which proved by ditches (unmaintained) for planting rice and wood. According in [12], limited natural resources availability is closely related to people's welfare which needs good coordination between forest manager and community to avoid one-sided interest and harmed parties. The very high influence of interest on the processed areas for agriculture in the future and fear upon decreasing of processed land encouraged continuous conflict. The issuance of Minister Decree and PT. BMH initial operation pulled a trigger of demonstration in long term and usually by vandalism such as burning company's heavy vehicle in 2005 (based on interview result with local public figure, October 2019). Then in 2006, villagers of Riding Village protested through demonstration in Provincial Governor of South Sumatera Office. One of their petition was permitted to cultivate palm oil tree and asked change area status into Non-Forest Estate (non-forest APL). Those petitions were continued on Jakarta (Ministry of Forestry and People's

Representative Building).

In 2013, on road demonstration patterns were changed into persuasive method such as discussion that started by mediation agreement to settle the conflict. Mediator who was appointed by local people and the involved company is *Imparsial Mediator Network* (IMN) (result of interview with Director Executive of HaKI). In 2016, agreements started to form and resulted in an agreement where claimed area allocation of 10.000 Ha land. In participative manner, the area was divided into two zones namely zone 1 of 4.390 Ha land which consisted of road, settlement, green area for buffalo food, and protecting area of riparian zone. Meanwhile, zone 2 of 5.610 Ha land consisted of infrastructure/drainage area, partnership pattern of acacia plantation area, food plantation area, secondary crop/horticulture with agroforestry pattern (Mutual Agreement Document).

Livelihood plant partnership becomes one of the conflict resolutions in forest area of the concerned community. Forest area as part of conflict has potency and living resources which caused local people put their dependency on that area. Therefore, their dependency can be categorized as legal action [13], by existence of Agreement Document (NKK) which held by farmers association in managing forest area.

3.2. Type of Advantage

Management of livelihood plant partnership area within NKK should provide advantage of forest management. NKK should accommodate all environmental management aspects including social economy aspect as well as improving local people's welfare. Partnership area assigning is only for community claims as *sonor* location which performed for generations. However, admission of the right of communal land is not proven after the mediator assessment (result of interview with Director Executive HaKI).

Field implementation in interpreting NKK is not realized. The actual activity implementation just start in 2018 which

gradually planting acacia on 3500 Ha area of total land. In area of agroforestry, demonstration plot of 50 Ha is established by the company that involved. Area opening and seeds supply such as pineapple, orange, corn, mango, *jelutung* (interview with division of PT. BMH's community development) are the responsibility of PT. BMH and farmers association as implementing the plant.

Livelihood plant partnership area has not generated positive influence on members' life of Riding Bersatu Farmers association. Moreover, the agroforestry area has not contributed actual influence on their welfare.

3.3. Expected degree of change

Progress of livelihood plant partnership area activity in the policy implementation should interpret the existing programs in NKK. The performing program of activities should provide a change of life on Riding villagers.

The arranged program is constrained by Regulation of Government of the Republic of Indonesia Number 57/2016 on Amendment of Government Regulation Number 71/2014 on Protection and Management of Peat Land. The regulation is one of the signals that in acceleration of the livelihood plant partnership area management should be obeyed. Thus, arrangement of agroforestry and acacia plantation partnership areas is performed slowly and carefully until the issuance of Business Plan (RKU) of PT. BMH that arranges peat land ecosystem protection (FLEG) and peat land ecosystem cultivation (FBEG).

Activity reporting regarding the area management administratively is not listed in NKK. Task division in field activity reporting is also not listed in NKK (result of interview with Head of KPHP Sungai Lumpur Riding, September 2019). Agroforestry area establishment of 50 Ha land by PT. BMH as the demonstration plot has 165 mounds pattern. Based on field observation, successful planted mounds are 36 mounds. Result on agroforestry area plantation shows intensive agricultural

plantation pattern cannot be implemented in field. It is due to far from villagers' settlement and the character of Riding villagers who are not purely farmers but their characters are more similar with cultivation, seller, and herdsman. Therefore, this agricultural pattern will be difficult to be adopted by Riding villagers.

3.4. Decision Maker Position

NKK is the agreement policy by Riding villagers. NKK arrangement has been performed in participative manner and all establishment stages of the livelihood plant partnership are contained in NKK. Effectiveness of the partnership management will be run smoothly if NKK can be implemented well in field (interview with division of PT. BMH's community development). Nevertheless, the actual fact is Riding Bersatu farmers association has default. There is unsuccessfulness of farmers association in establishing cooperative to accommodate all existing Riding Village farmers group in (as result of interview with Head of Riding Village, September 2019). A weak institution causes unsuccessfulness in managing livelihood plant partnership area.

There it is not clear management on Riding Bersatu Farmers association that supposed forming cooperative as the decision maker. Then, the decision maker position is shifted into head of village. Therefore, it results biased policy implementation and there is no clear basis to explain that head of village is able to give decision on NKK implementation.

3.5. Program Executor

Program executor is the cutting edge of success from an activity management. Program executor is all parties that directly move or become the policy implementation driving force. When program executor does not have capability and competence to perform a program, the program will not be able implemented properly [9].

Committee which consist of local people who join farmers group as program executor and Riding Bersatu Farmers association cannot

implement the policy in accordance with rights and obligations contained in NKK. This unsuccessfulness of agroforestry activity on 50 Ha demonstration plot indicates incompetency of program executor to implement the policy. Based on interview with division of PT. BMH's community development, it was mentioned that if programs which given to Riding Bersatu Farmers association has obtained result then they able to cultivate their plant, the company would increase other assistances in accordance with ability/competency of local people.

3.6. The Resources Involved

In implementing the program, the resources were includes human resources and budget resources. Based on Riding villagers'

Table 1. List of community as involved resources in livelihood plant partnership area management.

No	Neighborhood	Group leader	Number of members
1	RT. 1	KodiantoJarot	10 Household
2	RT. 2	LukmanYahya	10 Household
3	RT. 3	Tarmizi	08 Household
4	RT. 4	Sama	10 Household
5	RT. 5	Edi Kasno	10 Household
6	RT. 6	Suryadi	10 Household
7	RT. 7	Solimin	10 Household
8	RT. 8	Sukriyadi	10 Household
9	RT. 9	Midi	10 Household
10	RT. 10	Rusdi	10 Household
11	RT. 11	Rahman	08 Household
12	RT. 12	Aryo	10 Household

Source: result of field data and PT. BMH data compilation

Farmer groups within RT perform agroforestry activity on the assigned area by village government while the budget (as one of the resources) has been provided by PT. BMH such as seeds, production facility, and seeds transportation until final cultivation. Furthermore, the cultivation activity is entirely given to the community.

A problem then arises after plantation, the agroforestry pattern performing is intensive pattern that every day needs taken care from

claims on that area, therefore the executor of agroforestry plantation is Riding villagers. Moreover, area division coordination on agroforestry demonstration area of 50 Ha land is changed from Riding Bersatu farmers association to village government. Head of village and staff re-arranged demonstration plot management by divide it based on each neighborhood (RT). The list of community that involved in livelihood plant partnership area management is presented in the following table 1.

pests and other plant problems. It becomes obstacle because the pattern is not farming characteristic/habit from Riding villagers and makes their participation extremely low (interview with division of PT. BMH's community development, September 2019). Then, it causes the low level of successful plantation.

Parameters of livelihood plant partnership area management successful are 1) no conflict arises between local people and PT. BMH; 2) local people start to learn about agroforestry

pattern which applied in agroforestry demonstration plot; 3) recognition on management rights of forest area upon PT. BMH concession and now acacia plantation is in progress in the livelihood plant area; 4) forest burning decrease, because it becomes local people commitment to preserve their assets; 5) plentiful buffalo food that previously for acacia plantation; 6) local people welfare improve, either from plantation product or local people's participation in management stages which performed by PT. BMH (result of interview with Head of KPHP Sungai Lumpur-Riding, September 2019).

3.7. Power, interest, strategy of the involved actors

Power, interest, and strategy of the involved actors are the key of policy implementation. Policy implementation successfulness gives effect to the arranged program plan. NKK as the implementation foundation can flexibly change based on mutual evaluation result about the field activity progress.

Factually, in practical there is no successful progress of agroforestry plantation done by Riding villagers. Hence, it becomes one of the follow-up points to evaluate the existing NKK. The currently performing agroforestry management pattern is not the solution for people's welfare improvement (result of interview with Head of Riding Village, October 2019). In addition, character or cultivation pattern of the community become the obstacle of success. Actually, the community asked the area (managed by PT. BMH) to planted with main crop and uses sharing profit pattern or find investor from the third party such as Village Owned Enterprise (BUMDes) or local people financing that able to manage the area by paying attention to land opening principles as well as its implementation that conducted gradually (interview with division of PT. BMH's community development).

3.8. Characteristics of powerful institution

The successful policy implementation of livelihood plant partnership area management is supported by characteristics of powerful institution. The management of the area technically is performed by local people as the livelihood plant agroforestry implementer. Nevertheless, realization of the activity is inconsistent with activity plan arrangement in NKK. The obstacle of this implementation is nothing socialization from extension worker to technical and administration guidance in Farmers association. Forestry extension worker has strategic role to change social condition of community. It has not only a role as pre-condition activity for community to know, willingness, and capable to perform such activity, but actively involved in community's independence process. Thus, independence grows within forestry-based business [14]. Moreover, activity realization as regular report forming was not created by Farmers association. It causes lack of follow-up problem from the non-implemented activity that arranged by Department of Forestry of South Sumatera Province and KPH as on-site manager level. Technical guidance, socialization, human resources capacity improvement of farmer groups as Department of Forestry's tasks are not performed. In addition, there is lack of budget and extension worker availability as strength of implementation and key on forestry development successful (interview result of Head of Socialization Division, Department of Forestry, Province of South Sumatera, September 2019). Therefore, activity plan along with its norms that had to be obeyed by farmer groups will be arranged by extension worker and written in Articles of Association (AD/ART) and reported through online system (result interview with socialization instructor of Department of Forestry, South Sumatera Province, September 2019).

PT. BMH as the holder of livelihood plant partnership area license tries to build agroforestry area consistently and will give its <http://dx.doi.org/10.22135/sje.2020.5.2.82-91>

management to the local community (interview with division of PT. BMH's community development). The successful of Riding villagers to manage this area becomes the company's success in performing their responsibility towards the local community.

3.9. Obedience and response

The activity successful cannot be separated from obedience of program executor. Obedience is an action performed based on others or superior's instruction to do the requested or instructed certain matter. Obedience refers to behavior response of a direct request from others.

Community eagerness in managing the livelihood plant partnership area shows their commitment towards the chief of farmers association such as performing field activity based on head of village and chief of farmers' association instruction to nourish agroforestry plantation. In fact, Riding villagers are still apathetic on the cultivation program since there is no successful proof on the agroforestry plantation (interview with division of PT. BMH's community development, October 2019). The obstacle in this aspect is community tends to wait successful sample from other group members and company that truly carried out cultivation on agroforestry demonstration plot (interview result with Executive Director of Hutan Kita Institute (HaKI), September 2019). Due to those characteristics of Riding villagers in managing land, it is highly possible to meet failure.

Strategy of policy implementation improvement

Implementation of livelihood plant partnership area policy based on the analysis of its content and context show that policy has not performed policy level effectively. In order to improve the implementation progress, it needs implementation strategy. Policy implementation is deemed to be effective by community if the effect of related actual activity outcome is

continued, the change and acceptance of community generate actual outcome. Good land management pattern must combine social principle which synergized with on-site condition and considering its ecological, economic, social function for long-term period [15]

Agroforestry implementation in Indonesia becomes one of sustainable agricultural. Nonetheless, its activity implementation often meets failure due to inaccurate management pattern [16]. Thus, it constraints community to manage agroforestry area, such as transportation access which far from the plantation area and their settlements, also access through canal and footpath become major obstacle for the policy implementation. Further obstacle, there is not examples of agroforestry success that exists in the same land.

Plantation type selection in agroforestry activity has to pay attention to the land conformity such as land type/content/characteristic for the activity. Plantation type selection that inconsistent with land characteristic may constraint agroforestry successful. Hence, it becomes one of the failure causing. In order to prevent failure, Riding villagers, extension worker for agriculture and forestry and PT. BMH can classify plantations that will be held on the particular type of land, land height, and rainfall.

Regulation of Ministry of Forestry Number P.12/2015 Jo P.17/2017 and Regulation of Ministry of Environment and Forestry Number P.83/2016 state that management balance between ecological, social, economic aspects in managing forest will increase the benefit value of forest and at once increasing local people's income by the variation of forest product through agroforestry activity. Land burning as important issue in South Sumatera will be decreased if the community cooperate with HTI and collectively responsible to prevent land burning. Other tenurial conflicts will diminish if the community is involved in managing forest especially area of

HTI as the social responsibility and obligation towards the community around the forest.

Expectation of additional income from agroforestry area has not brought any results yet. Thus, there are several community wishes on the livelihood plant partnership area management such as all partnership areas managed by PT. BMH is planted with main crops and used as long-term benefit for the community. Meanwhile, the short-term benefit for the community is allowing them to do supporting operational activity of PT. BMH such as nursery, plantation, plant husbandry, logging, and transportation without convoluted administration. The groups of community/farmers or several people are enough to be known by head of village then directly get access in the HTI operational activity segments (result of interview with public figure, member of farmers association, October 2019). Another wish of the community is able making plasma on that area to plant rubber tree which correspond to local people's habit (result of interview with chief of forest farmers association). However, these wishes are against the policy of PT. BMH.

The strategy that must be performed to increase implementation effectiveness of livelihood plant management policy is paying attention to policy content then linked it into policy context that should be established between power, interest, and involved actors as well as characteristics, obedience, and response toward the policy implementation thoroughly. With the synergy between the policy contents and the policy context, it is expected that there will be a better pattern of management of livelihood plant partnership areas.

4. Conclusion

Implementation of livelihood plant management area policy had not shown effective result yet on the local community welfare. High needs of community on the partnership area did not show any benefits from that area. The established agroforestry pattern between the

related company and local community was not success thus local community's life improvement was not optimal. Influence of policy maker and program executor position did not have capability of agroforestry activity. It is supposed to determine agroforestry activity even though the resources of budget and workforce are already optimal. Variable of policy content influenced variable of policy context. In this case, power, interest, and the involved actor strategy were not running which supposed as main function and duty. Characteristic of powerful institution did not show good performance, and obedience of local people as response of agroforestry executor in the field was still apathetic since there was no concrete example of agroforestry success on that area. If the policy context variables did not reach the determined target, the program would not run effectively and if the variable of policy context was not obeyed, the program implementation would not generate optimal outcome.

The strategy to optimize the implementation of livelihood plant partnership management policies is to take into account the interests contained, the intended benefits, the degree of change and the level of community welfare and strategic decision-making structures. The involvement of program managers, resources and other capabilities in the implementation of government programs should be their synchronization with field implementers, the main tasks, the function of the power and capabilities/skills of the communities to carry out activities within the context of an integrated policy system

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