

## Developing Private Forest Program to Implement Sustainable Community-Based Forest Management (A Case Study in Malang District, East Java Province)

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### Abstract

Deforestation still become a problem in Indonesia. Therefore, it needs some effort to overcome the problem, then forestry revitalization is a strategic government policy. One of the targets of forestry revitalization is by building and developing private forests. In 2011, Malang District Forest Service has developed private forest program by Private forest Bussines Group Assistance with a hope that it can realize the sustainable community-based forest management (SCBFM). However, there are many problems in developing private forests in Malang District. This paper tries to describe, to analyze, and to the developing private forest program to the implementation of SCBFM in private forests in Malang district, the result of the developing private forest program in Malang district, and the forthcoming preference of the developing private forest program in malang district to the development of private forest in order to implement SCBFM. Based on the target and realization in the result, there are some obstacles in its implementation. Some constraining factors are human resources factor, budgeting factor, external factor, natural factor, socialization and extension factor. Government's aid, coordination among agencies, and increasing number of extension worker are required to overcome the problems.

**Keywords:** Deforestation, Private Forest, SCBFM

### INTRODUCTION

Deforestation still become a problem in Indonesia. Forest Watch Indonesia stated that the area of forest cover all over Indonesia in 2000 was 103,33 million ha and decreased in 2009 to 88,17 million ha or have been deforested an area of 15.15 million ha. Thus, the rate of deforestation of Indonesia in this period amounted to 1.51 million ha per year (FWI, 2011).

Based on those conditions as mention above, it is important to do some efforts to repair the forest which increasingly damaged to reduce the streak impact of the forest damage and to improve the benefit of the forest resources for the environment and the community. Therefore, to reduce the negative impact of forest damage and to improve forest productivities through improving the role of stakeholders, then forestry revitalization is a strategic government policy and become an important part in supporting sustainable national development.

One of the targets of forestry revitalization is by building and developing forest plantation and

private forest in order to supply wood raw material to fulfill the domestic and global demand for wood (Winarno and Waluyo, 2007).

The opportunities of private forest development are widely opened in order to supply the raw material of wood. In 2007, the recent national demand for wood is 284,64 million m<sup>3</sup> per year with the supply ability of natural forest and forest plantation is 227,33 million m<sup>3</sup> per year (Sumardjani and Waluyo, 2007). It means that there is a deficit about 57,31 million m<sup>3</sup>. One of the efforts to press the demand for wood deficits is by developing private forest in many regions.

In this modern age, there are many private forests that have been managed with commercial orientation and economic motive to fulfill the demand for wood in the market. This is unlike in the past, especially before 1980<sup>s</sup>, that many private forests had subsistence orientation just to fulfill the farmers own household needs.

However, the forestry development needs special attention to the existance of private forests. This relates with the increasing number of human population and their needs, limited land ownership and a shortage of timber from state forest make the existance of private forest become more important to support social welfare. Developing private forests is also

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important to soil conservation and land rehabilitation.

At first, private forests development is done by reforestation project activities. However, after the community felt that they get economic profit, then they develop activities by themselves so that there were many private forests centers. At that time, the private forests are developed with various models. The model selection was based on the experience of farmers who alleged conformity between the species and the place to grow, farmers' custom and wood market. Public interest in developing private forests puts it into one element in building purpose.

In developing the private forests, it is needed good forms of forest and forest products management. In managing private forest it is known that there is a scheme which is called as Sustainable Community-Based Forest Management (SCBFM) or *Pengelolaan Hutan Berbasis Masyarakat Lestari (PHBML)*. It is defined as all forms of forest and forest products managements by the communities applying traditional methods, organized into a community unit, a community-based business unit (cooperative in wider sense) or an individual (household), with small scale up to medium scale, conducted in sustainable manner in their relation to production, ecological and social aspects (LEI, 2011).

In order to support the sustainable forest management and to against illegal logging, the government of Indonesia have issued Ministry of Forestry Regulation No. P.38/MENHUT-II/2009. In 2011, Malang District Forest Service has developed private forest program by Private forest Business Group Assistance with a hope that it can realize the sustainable community-based forest management. So, it can increase community's income through the development of management of utilization, distribution, and marketing of private forest by applying the principles of sustainable forest management and forest product production process that can be accepted by the global market; establish private forest management in order to get SCBFM/PHBML certification; establish certified forest products trade system that involves the integrated and sustainable participation of stakeholders.

Private forest area in Malang District is estimated at 42,977 ha with a potential estimation at 1,393,151 m<sup>3</sup> of standing that the concentrated distribution in the south and east of Malang District as well as in several districts in

the western part of Malang District. Average annual production reached 130,000 m<sup>3</sup>, where timber production is a major contributor to the people of the forestry sub-sector GDP (Malang District Local Government, 2011). It means that Malang District have a high potential of private forests and community wood.

However, there are many problems in developing private forests in Malang District, such as:

1. The absence of private forests institutions that are able to implement SCBFM/PHBML. So, there are no private forests institutions that are able meet the requirements of obtaining a certificate of forest management, including aspects of human resources and financial
2. Unplanned harvesting/cutting trees activities that can be the threat of private forests sustainability.
3. Generally, private forest owners do not understand the benefits of implementing SCBFM/PHBML from the economic, ecological and social aspects in order to get forest certification
4. The institutions which are managing the private forests are generally confined to the village and becomes the sub-activities of agriculture and the reality is less focus to handle the management of private forests
5. Community institutions do not have a forest management plan according to the rules of the preservation of the forest and land
6. The absence of coordination across government agencies in Malang District to strengthen the development of private forest management groups across the field of mutual support

The objectives of the paper are to describe, to analyze, and to explain points of curiosities as below:

1. The Developing Private forest Program to the implementation of SCBFM/PHBML in private forests in Malang District.
2. The result of the Developing Private forest Program in Malang District.
3. The forthcoming preference of the Developing Private forest Program in Malang District to the development of private forest in order to implement SCBFM.

#### **Private forest**

According to General Directorate of Land Reforestation dan Rehabilitation, Ministry of Forestry (1996) as cited in Winarno and Waluyo (2007), private forest is defined as fields outside the state forest areas which is consisted of trees

thus as a whole is an alliance of nature and its environment that the community as the owner. Furthermore, base on (Ministry of Forestry Decree No.49/Kpts-II/1997 about Budgeting and Bussiness Timber Community Wood), the definition of private forest is Land which is owned by the community with at least 0,25 hectare in vast and trees canopy as its cover or others species with more than 50% and/or has at least 500 plants per hectare”.

**Private forest in Indonesia**

The opportunities for private forest development are opened widely to supply the raw materials for wood. In 2007, the national demand for wood was 284.64 million m<sup>3</sup> per year while the supply capacity of natural forests and forest plantations was 227.33 million m<sup>3</sup> (Sumardjani and Waluyo, 2007). This indicates a shortage of 57.31 million m<sup>3</sup>. Thus, one of the strategies to meet the demand for wood has been to develop private forests in many regions.

According to data from the Directorate General of Land Rehabilitation and Social Forestry, Ministry of Forestry (2009) in Wanaaksara.org (2010), the total area of private forests in Indonesia is 3,589,343 ha. The area of private forests area on Java and Madura islands is 2,799,181 ha (77.99% of the total private forest area in Indonesia).

**Private forest In Malang District**

Private forest area in the Malang district is estimated at 42,977 ha with 1,393,151 m<sup>3</sup> of potential standing timber stock. The distribution is concentrated in the southern and eastern parts of Malang district as well as in several subdistricts in the western part. Average annual production has reached 130,000 m<sup>3</sup>, and timber is a major contributor to the forestry subsector of the GDP (Malang District Local Government, 2011).

**Sustainable Community-Based Forest Management**

Sustainable Community-Based Forest Management (SCBFM) or Pengelolaan Hutan Berbasis Masyarakat Lestari (PHBML) is defined as all forms of forest and forest products managements by the communities applying traditional methods, organized into a community unit, a community-based business unit (cooperative in wider sense) or an individual (household), with small scale up to medium scale, conducted in sustainable manner in their relation to production, ecological and social aspects (LEI, 2011).

**RESEARCH METHOD**

The approach that was used in this research is Qualitative Research. In this research, the data used can be divided as primary data and secondary data that can be collected from informant, phenomenon on the location, and related documents.

1. *Informant.* The informant is chosen from local government (Dinas Kehutanan), Community-based Organization, and NGO.
2. *Phenomenon.* The phenomenon was gotten from the process of developing private forest program and community activities in implementing SFM
3. *Documents.* Documents were collected from relevant central and local government regulations, literatures, reports, studies, and publications.

**General Description of Malang District**

**1. Geographical Condition**

Geographically, Malang District lies between 112°17'10,90" to 112°57'00,00" east longitude and between 7°44'55,11" and 8°26'35,45" south latitude. The total area of Malang District is 3534,86 km<sup>2</sup> or 353.486 ha area located in the sequence of the second largest after Banyuwangi District of 38 regencies/cities in East Java Province. It consists of 33 Districts, 12 Villages (*Kelurahan*), 378 Villages (*Desa*), 3217 Pillars of Citizens (*Rukun Warga*) and 14.718 neighborhood associations (*Rukun Tetangga*), which are scattered in urban and rural areas and located between 0-2000 m above sea level.

**2. Demography**

In the year of 2010 the number of population in Malang District was 2.446 .218 jiwa which consist 1.229.773 male, dan 1.216.445 female that is divided in 669.980 household. According to the data it can be counted that the average of household was 3,7.

The main livelihood of the society in Malang District is dominated society as the livelihoods of farmers with less almost 40% dominated in sector, 18% in the industrial sector, 11% in the service sector and the remaining 32% in other sectors, in detail livelihoods can be seen in Table 1.

The level of education in the District Donomulyo still very low, it is known from the small number of people who get education from elementary school to junior high school. For the data population Donomlyo District in 2011 by educational level can be seen in Table 2.

**Tabel 1.** The Livelihood of the Resident Year 2006–2010

Sector	Number				
	2006	2007	2008	2009	2010
Agriculture	464.171	464.171	462.658	462.658	462.658
Mining	4.489	4.489	4.445	4.445	4.445
Industry	206.585	206.585	219.255	219.255	219.255
service	129.221	129.221	133.103	133.103	133.103
Others	383.813	383.813	381.934	381.934	381.934

Source: Development Result of Malang District Year 2010, Malang District Local Government

**Table 2.** The Number of Population by Educational Level

Educational Level	Inhabitant	Percentage
Preschool	7.823	10,67%
Age 7 – 45 th (not school)	811	1,11%
Not graduated from elementary school	2.214	3,02%
Graduated elementary school	58.059	79,18%
Graduated Junior High School	2.132	2,91%
Graduated Senior High School	1.266	1,73%
Graduated from university	1.017	1,39%
Total	73322	1005

Source : Central Bureau of Statistics of Malang District, 2011

## RESULT AND DISCUSSION

The results obtained are got from interviews with informants and the researcher’s observation to the various kinds of data obtained from the field, which are later acquired the unit of information.

### The implementation of Developing Private forest Program in Malang District

There are some stakeholders that are involved in formulating this program in Malang District namely Malang District Forest Service, East Java Province Forest Service, Official of Industry of Malang District, Food Security and Agricultural Extension Agency of Malang District, Malang District Local Planning and Development Board, Official of Agriculture, NGO and the communities. Later on, in implementing the program, Malang District Forest Service has a cooperation with Paramitra Institute. In conducting this program, Malang District Forest Service is working together with Paramitra Institute. The role of the NGO (Paramitra Institute), can significantly support the role of the government in implementing the program.

Based on the theory of implementation and the characteristic of the program, this program is include in Top-down model because this program is suitable with the assumption of Top-down model that policy implementation starts with a decision made by central government. Top-down

models put their main emphasis on the ability of decision makers’ to produce unequivocal policy objectives and on controlling the implementation stage (Wanaaksara, 2010).

### The Target and Realization of The Program in 2011

The target of The Private forest Bussines Group Assistance in 2011 were private forest management group in 5 (five) villages, in Donomulyo Sub district namely in Sumberoto Village , Mentaraman Village, Kedungsalam Village, Purwodadi Village, and Purworejo Village. The budget of the program was Rp. 42.000.000,- (fourty million rupiah ) from the Regional Budget of Malang District year 2011.

The basic consideration in determining the target of program are:

1. The potential of private forests is high;
2. The Potential of wood and its utilization are also high;
3. The business of private forests has become a rooted culture in these villages;
4. These villages have group of private forest management, in Kedungsalam Village has a licensed Primary Industry of timber forest product to support the private forest enterprises.
5. In some villages in this sub district, there is community or institutions/community groups that have received awards/achievements of the national/provincial/district within the field of environment and development of private forests;
6. The commitment of the institution/the group of private forest management, the government of village and sub district level in the implementation of SCBFM certification which is appropriate with the results of SCBFM pre-socialization organized by the East Java Province Forestry Service in cooperation with the Malang District Forest Service in 2010.

According to the report of the implementation of this program in 2011, it can be seen that generally the program was a self-managed program conducted by Malang District Forest Service. However, the technical operational activities was conducted by involving the other Regional Work Unit (*Satuan Kerja*

Perangkat Daerah (SKPD)) that relevant and competent with the process of SCBFM certification as well as the fostering private forest enterprises in Malang District. Furthermore, particularly the program was conducted by establishing a Forest Management Unit (FMU) which is called *Asosiasi Pengelola Hutan Rakyat (APHR) Panca Mulya Lestari*. which consist of Private forest Management Groups (*Kelompok Pengelola Hutan Rakyat (KPHR)*) in each targeted villages and also by facilitating the APHR in order to prepare the submission of SVLK and SCBFM certification. However, not all the members joined with Private forests Manajement Association (APHR). The table below shows the member of KPHR in 5 (five) village whoa are join in APHR so that they can propose to be assessed in SVLK certification and also SCBFM certification.

**The Target and Realization of The Program in 2012**

The target of the program in 2012 is the Private forest Management Unit (UMHR) "Panca Mulya Lestari" and also in private forest management groups in 5 (five) villages, in Donomulyo Sub district, namely:

1. KPHR Sumber Wana Abadi, Sumberoto Village;
2. KPHR Tri Tunggal, Mentaraman Village;
3. KPHR Wana Lestari, Kedungsalam Village;
4. KPHR Rimba Alam, Purwodadi Village;
5. KPHR Nekad, Purworejo Village.

According to the term of reference of the program it is known that the ultimate objective of the program in 2012 , the program has some phases of activities, such as :

1. Establishment of the Working Group on Community-Based Forest Management Sustainable in Malang District Forest Service (*Kelompok Kerja PHBML*) Fiscal Year 2012 Comparative Study on Sustainable Community-Based Forest Management (PHBML) and Sustainable Private forest Business Development.
2. Coordination meeting as the follow-up of the activities.
3. The assistance activities to APHR Panca Mulya Lestari and KPHR in 5 villages
4. Coordination meeting of draft document.
5. Report and Evaluation of the activities.

**Table 3.** Village Area and Private Forest Area

Village		Area			
		Village Area		Private Forest Area	
		(km <sup>2</sup> )	(ha)	(ha)	(%)
COVERED AREA	A	21.3	2,130	525.98	24.69%
	B	17.09	1,709	149.59	8.75%
	C	17.09	1,709	373.3	21.84%
	D	33.56	3,356	1,136.05	33.85%
	E	19.03	1,903	484.19	25.44%
Total		108.07	10,807	2,669.11	24.70%
NON-COVERED AREA	F	29.32	2,932	87	2.97%
	G	8.16	816	78	9.56%
	H	21.66	2,166	287	13.25%
	I	16.86	1,686	83	4.92%
	J	8.53	853	52	6.10%
Total		84.53	8,453	587	6.94%
TOTAL		192.6	19,260	3,256.11	16.91%

Source: Malang District Forest Service

**Table 4.** Number of Private Forest Owners and Members of APHR Panca Mulya Lestari

No.	Item	Village					Total
		A	B	C	D	E	
1.	Forest Owners						
a.	number	1102	362	482	633	559	3,138
b.	total private forest area (ha)	525.98	149.59	374.30	1,173.26	357.52	2,580.65
c.	average forest area per owner (ha)	0.48	0.41	0.78	1.85	0.81	0.87
2.	APHR Members						
a.	number	237	234	105	72	49	697
b.	total private forest area (ha)	183.56	76.49	128.71	64.87	73.93	527.57
c.	average forest area per member (ha)	0.77	0.33	1.23	0.90	1.51	0.95
d.	joining (%)	22%	65%	22%	11%	9%	22%

Sources: Malang District Forest Service and author's survey

Based on the target and realization in the result, actually as a whole this program can running well eventhought there are some obstacles in its implementation. The direct extension/socialization to the farmers is still not insufficient that make the porgram can not get the optimum result. It can be seen from the number of the farmers who join in APHR Panca Mulya Lestari as the private forest that is prepared to be assessed in SVLK and SCBFM certification is still relatively low.

According to Edwards III (1980) there are the critical factors in implementing public policy: communication, resources, dispositions or attitudes, and bureaucratic structure. The four factors operate simultaneously and they interact with each other to aid or hinder policy implementation. In this case, the factors of communication, resources, and bureaucratic stucture have significant impact to the successful of the program. Based on the result from the interviews, most of the informans said that there was lack of extension/socialization about the program. This problem actually because of lack of extension worker who can directly face the farmers. At present, Malang District Forest Service has no extension worker, only a few of staff who can be functioned to be extension worker.

Edward III (1980) also argued that communication is an essential ingredient for effective implementation of public policy. Through communication, orders to implement policies are expected to be transmitted to the appropriate personnel in a clear manner while such orders must be accurate and consistent. Inadequate information can lead to a misunderstanding on the part of the implementers who may be confused as to what exactly are required of them. Where implementation orders are clear, consistent and accurately transmitted, the absence of adequate resources will result in implementation problems. Without sufficient resources it means that laws will not be enforced, services will not be provided and reasonable regulations will not be developed.

#### **The Benefits of the Program**

Private forests are not only economically beneficial, but also provide social and ecological benefits. Related to the program which is related to the implementation of Sustainable Community-Based Forest Management, as a whole, the expected benefits of this program are as follows :

1. It can preserve the production function, the function of ecological and social functions.
2. The fulfillment of the global markets' demands of certified sustainable forest products that automatically will give added value. In this case, the producer gives a guarantee to consumers that the forest products are produced from a sustainable forest management;
3. The private forest management can support the stability of the availability of legal and certified raw materials to the world of the forest products industry;
4. The establishment of FMU can provide opportunities for cooperation in increasing the community's economic condition through business of forestry and other business enterprises;
5. The establishment of a certified private forest management unit and trusted by the global community that can open up the opportunities of cooperation business growth with another party;
6. The implementation of SCBFM rules can increase the sustainability of forest functions not only in the economic apsect, but also in social and ecological aspects.

#### **Private forest Networking**

There are some private forest networking that have been establish in this program such as with Timber Entrepreneur Association and PT. SUB Jombang with Purwodadi village. These networking are very important to the development of private forest because they can support the the successfulness of the program and the existances of the private forest.

In this case, the networking was initiated by the Malang District Forest Service as the representative of the local government that make cooperation with an enterprise as the form of community action planing which is appropriate with the argumentation of Hamdi and Goethert that argued a focus of Community Action Planning is building coalitions between government and non government groups, between competing government departments and between competing community groups. Participation occurs when people and organizations are convinced that their interests will be better served in partnerships than without them.

#### **The form, intensity, and quality of the communication between private forest owner with the Local Government.**

The farmers though farmer group communicate with Regional Technical Implementation Unit (*Unit Pelaksana Teknis*

*Daerah/UPTD*) of Malang District Forest Service in Sub district level and some of them directly communicate with to the office of Malang District Forest Service. On the other hand, Malang District Forest Service and its *UPTD* continually to communicate and give assistances according to the budget availability.

#### **The Prospect of The Program.**

The prospect of the program to be promoted as the important program in Malang District Local Government is quite good. The Head of Malang District Forest Service expected that in 2013, *APHR* Panca Mulya Lestari in Donomulyo Sub district ( 5 villages ) can achieve SCBFM certificate and will be followed with the assistances to the cooperation networking or bussines partnership with stakeholders. After the private forest in Donomulyo is considered enough to develop its SCBFM's vision, the next plan is continuing the assistances to get certificate in the another sub districts such as Dampit, Gedangan, and so on.

In the public policy process, Howlett and Ramesh (1995) argued that both actors and institutions play a critical role, eventhough one may be more important than the other in specific instances. Individuals, groups, classes, and states participating in the policy process no doubt have their own interests, but the manner in which they interpret and pursue their interests, and the outcomes of their efforts, are shaped by institutional factors.

#### **The forthcoming preference of the Program**

##### **1. Determinant supporting and constraining factors**

###### **a. Supporting Factors**

The Head of Malang District Forest Service argued that there are some external supporting factors of the program like the attention from outside of Malang District Forest Service such as from East Java Province Forest Service, Paramitra (NGO), Center for Environmental Standardization-Ministry of Forestry that ready to support partially of the SCBFM certification in Malang District. In addition, there is PT. SUB Jombang and Extension and Human Resource Development Agency of Ministry of Forestry that can support the strengthen of private forest's intitutions in a part area that are proposed to the SCBFM certification.

The Coordination Team of SCBFM also ready to support the the process of SCBFM certification, however it is hampered with the budget availability. Furthermore, there are 697 households with large area of private forest that are willing to follow the SCBFM certification and

it is believed that if there is a more intensif extension, there will be more households/farmers who are ready to join in certification process.

The internal supporting factor is that the other departments in Malang District Forest Service (beside the department of Forest Enterprises) are ready to help that have been realized in SCBFM's Working Group and also there are some employees in Malang District Forest Servis have SCBFM socialization that are presented by East Jave Province Forest Service and Center for Environmental Standardization-Ministry of Forestry.

###### **b. Constraining Factors**

###### **Human Resource Factor**

Many informants argued that the quality of human resources is as the contrainig factor od the program. One of the constraining factors is the number of extension workers is limited; the budget is small, the program still not a point of local interest and the other aspects are considered more important"

###### **Budgeting Factor**

Budgeting factor is also on of the inhibiting factors to the implementation of this program. The budget to conduct the program is clearly not sufficient, because the area of Malang District is so vast. Another problem is that the cost of certification cost is quite expensive, so with the grup system it can make ease the burden, of course this needs to be bound by such rules / statutes

###### **External Factor**

The external constraining factor that can be obtained from the interview is that the environmental issues that are face hard threat and still not too important that the other sector (ex. Plantation), a few of policeman that do some kind of extortion in timber's distribution process, and also provocative statement from the tiber local trader.

###### **Natural Factor**

Some informants said that natural factor also one of the inhibiting factors in implementing SCBFM such as drought and etc.

###### **Socialization and Extension Factor**

According to the result of the interview processes with informants (public servant and community). It is known that the existance of the counselor/extension worker is very important. The community argue that the socialization related with SCBFM is stiiil insufficient because the area is quite vast and all this time most of the communities get the information by the representation/management of the private

forest management group. They also argue that the community need the socialization directly from the counselor

#### **Economical Factors (Tebang Butuh)**

“Tebang Butuh” or need-based tree falling is the fenomena that is very common in these villages. This fenomena is not allowed in the scheme of SCBFM. However, it happens because of the economic pressure. Most forestowners will cut their trees when they have immediate needs

Based on the constraining factors, in this case, human resource factor and Socialization and Extension Factor are the most determinant constraining factors in implementing the program. Most of the informant from the community said that the direct sosialization and extension of the program was still not enough. Lack of extension worker is one of the main cause of this problem. It means that there is lack of human resource to socialize the program that make the communication to the community still not effective.

According to Edwards III (1980) there are the critical factors that are very crucial in implementing public policy: communication, resources, dispositions or attitudes, and bureaucratic structure. The four factors operate simultaneously and they interact with each other to aid or hinder policy implementation. Communication is an essential ingredient for effective implementation of public policy.

Maximizing the team’s role and make a better coordination between agencies , especially with the Food Security and Agricultural Extension Agency (*BKP3*), is needed to be improved because this agency is the institution which manage the the extension workers staff.

In majority, the livelihood of the local communities in Donomulyo Sub District are dryland farmer as the blend of forest, agriculture, and stock husbandry. According to the argumentation from the Head of Malang District Forest Service before the program was implemented, the development of private forest did not directed to sertification, but it was directed to the phisical development of private forests. After the implementation of the program, the private forest is directed to get SCBFM sertificate through the strengthen of the private forest management unit/groups.

Through this group, most of the community want that it is needed more intensif extension to the communities/farmers to increase their knowledge and awareness related with SCBFM sertification and they want to be involved in

procuring the seeds. The other expectations are about the private forest networking especially in timber marketing with hope for the higher price oftheir timber.

Furthermore, private forests would be stronger if it is supported by the regulations in budgeting policy and spatial and regional planning as the form of the poliical will form the local government. In addition, it needs an institutional strengthening of private forest organizations that can play a role in the development of private forests and also well performed according to the rules, so that ultimately they manage the private forest professionally and they can invite the other people to join in the private forest association. The better communication can be achieved by incresing the quality of the extension and quantity of the extension worker (human resources). These are appropriate with the theory from Edwards III (1980) who argued that communication, resources, dispositions or attitudes, and bureaucratic structure are the critical factors that are very crucial in implementing public policy.

#### **2. Political will from the government**

Related with this topic, there are some opinion from the informants that essentially in political will and some strategies to advance the private forests in Malang District.

Private forests would be stronger if it is supported by the regulations, one of the regulations is a regulation of protected areas, for example when the area has slop steep, it is near with water sources, reservoirs, local governments must have the courage that that area must be a forest area, not for plantation or others because Malang District has many many of marginal dry land.

It is necessary to have a common perception with the relevant agencies. It needs an institutional strengthening of private forest farmer groups and the addition of forest area.

#### **CONCLUSION AND RECOMMENDATIONS**

##### **CONCLUSION**

1. The Developing Private forest Program to the implementation of SCBFM/PHBML in private forests in Malang District, East-Java Province:

- a. The program is actually generated from Minister of Forestry Regulation No. P.68/MENHUT-II/2011 and its revision. The Malang District Forest Service has tried to implement the program namely Private forest Bussines Group Assistance. Based on the theory of implementation and the

characteristic of the program, this program includes Top-down model because this program is suitable with the assumption of Top-down model which argued that policy implementation starts with a decision made by central government. Top-down models put their main emphasis on the ability of decision makers' to produce unequivocal policy objectives and on controlling the implementation stage

b. The aims of the program are to establish the unit of private forest management institutions and providing technical assistance in preparing the completeness for the proposal of SVLK and SCBFM certification

2. Based on the target and realization in the result, there are some obstacles in its implementation. The direct extension/socialization to the farmers is still not sufficient that make the program can not get the optimum result. It can be seen from the number of the farmers who join in *APHR Panca Mulya Lestari* as the private forest that is prepared to be assessed in SVLK and SCBFM certification is still relatively low.

3. The forthcoming preference of the program  
a. Determinant supporting and constraining factors in developing private forests in Malang District to implement SCBFM/PHBML.

Supporting factors :

1.a The attention from outside of Malang District Forest Service such as from East Java Province Forest Service, Paramitra (NGO), Center for Environmental Standardization-Ministry of Forestry that ready to support partially of the SCBFM certification in Malang District

2.a There is PT. SUB Jombang and Extension and Human Resource Development Agency of Ministry of Forestry that can support the strengthening of private forest's institutions in a part area that are proposed to the SCBFM certification

3.a The Coordination Team of SCBFM also ready to support the process of SCBFM certification

4.a The enthusiastic of the community and the land in here in quite large

Constraining Factors :

1.a Human Resources Factor

2.a Budgeting Factor

3.a External Natural Factor : drought

4.a Socialization and Extension Factor

b. Economical Factor The economic, social and political conditions in implementing the program

1. In majority, the livelihood of the local communities in Donomulyo Sub District are

dryland farmer as the blend of forest, agriculture, and stock husbandry.

2. The pattern of private forest development in Donomulyo District-Malang District is self-supporting, partnership, and subsidy.

3. Expectation about the program : more intensif extension to the communities/farmers to increase their knowledge and awareness related with SCBFM certification; communities want to be involved in procuring the seeds; a network section that can find the market network, so the timber's price could be higher; Malang District Forest service through their budget allocating higher fund to help the community in achieving the certificate, because it's a part of the public service.

4. Private forests and its institution would be better and stronger if it is supported by the regulations, one of the regulations is regulation of protected areas. It is also important to increase the budget and the participation of the community in some of the activities in conducting the program.

5. It is necessary to have a common perception with the relevant agencies. It needs an institutional strengthening of private forest farmer groups and the addition of forest area.

## RECOMMENDATIONS

1. Malang District Forest Service need to be more intensif to promote this program as one of the important program in Malang District, by :

a. increasing the budget of the program to help the community in achieving the certificate;

b. having a better coordination with the other agencies (dinas) to make sure that there is no overlapping/competition among sectors in Malang District.

2. It is necessary to have more intensif extension to the communities by increasing the number of the extension worker and improving the quality of the extension by giving socialization directly to the farmers with hope that the community's knowledge and awareness about the importance of the program can be improved. It be overcome by have better coordination with *BKP3*.

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