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## **BACKGROUND OF ICOGPA2021**

Recent research indicated that public administration will be facing grand challenges in the year of 2020s and onwards due to a rapidly evolving international, economic, social, technological, and cultural environment (Gerton & Mitchell, 2019). One of the grand challenges identified is about managing intergovernmental relations including public affairs especially within the COVID-19 pandemic. The 2<sup>nd</sup> ICOGPA 2021 will focus on this issue to help governments at all levels to improve their operations so that they can confront new public problems in new ways and earn the public's trust. New approaches need to be discussed to further strengthen the relationship between government institutions and the public, especially in relation to government services and the re-evaluation of the people's responses to the emergence of the Industrial Revolution 5.0.

Objectives 2<sup>nd</sup> ICOGPA 2021 are:

1. To provide a platform for academicians, practitioners, professionals and students to discuss and exchange key and current issues associated with government and public administration as well as efficient bilateral relations between government and society.
2. To encourage public discourse among academicians, practitioners, professionals and students on the importance of public and government relations and the need for good relations between these entities.

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PR011

**DYNAMIC GOVERNANCE IN FORESTRY POLICY  
AT KEPULAUAN MERANTI DISTRICT**

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**Abstract:** *This research departs from the many actors involved in the forestry sector in the Kepulauan Meranti District. Dynamic governance according to Glicksman and Markell (2016) is more appropriate to study forestry problems because the theory emphasizes the role of actors, mechanisms, and tools in forestry policy. This research uses a qualitative method with the type of descriptive research. The results showed that so many actors were involved in forestry policy and had different interests. The conclusion of this study shows that changes in forestry policy make empirical local governments no longer have any authority in the forestry sector. The research suggestion should be that the central government involves local governments in granting business licenses to the private sector.*

**Keywords:** *Dynamic governance, Forest and Multi Actor*

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**1. INTRODUCTION**

This study departs from the interest of researchers conducting studies of the theory of dynamic governance because this theory is one of the contemporary theories that are being discussed in social science trends. Dynamic governance has been initiated by Kay (2006) who explains that dynamic governance is a theory that is described in five approaches that are familiar with the term four i plus s, namely interest, institutional, idea, individual and structuring.

Furthermore, Neo and Chen (2007) also discussed in depth about dynamic governance which claims that the success of the Singapore government to advance the country because it is able to change the dynamics of existing services well and the ever-changing regulatory trends, they are able to apply very well and the citizens there also synergize with all forms of policies made by the government. Furthermore, Neo and Chen (2007) also added that the success of the Singapore government in managing its government is to simplify the existing problems, they see the relationship between government and political leadership, between organizations, culture, on policy making and policy implementation. The existing dynamic governance approach is examined using three important approaches, namely being able to think ahead, think again and think across well.

Dynamic governance according to Glicksman and Markell (2016) is more appropriate to study problems related to the forestry sector because existing problems directly emphasize the optimization of regulations, the role of actors, mechanisms, and tools in implementing policies related to the forestry sector.

The implementation of forestry policy in Indonesia is currently a very interesting issue to continue to study, because there are so many problems that occur in the forestry sector and involve so many actors who have mutual interests and have networking among stakeholders at each level of government, which of course also involves the interests of society sector and private sector.

The weak implementation of regulations also becomes a problem of the increasingly severe damage to the forestry sector that is happening in Indonesia, especially in the Kepulauan Meranti District. The absence of forestry authority owned by the government at the district level also makes the district government not involved in making policies in the forestry sector, everything related to the forestry sector is now the authority of the central government. It is as if the district level government is only a spectator in its own country.

This multi-interest makes so many parties involved starting from the policy formulation process to the implementation stage of regulations related to the forestry sector itself. Dynamic Governance is one of the contemporary theories that are being studied in the fields of political science, governance and public administration.

From the research problem related to empirical problems and the theory of Dynamic Governance, the researcher is interested in conducting a research study on "Dynamic Governance in Forestry Policy at Kepulauan Meranti District".

## **2.0 LITERATURE REVIEW**

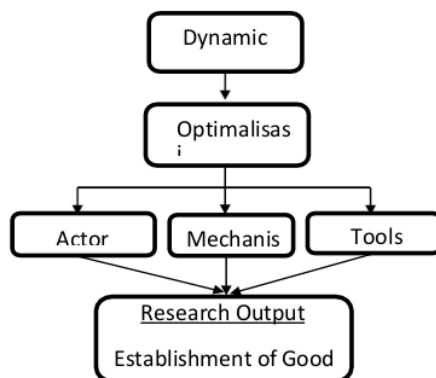
Theoretical studies will be explained in two approaches, the first in theoretical aspects and the second empirical aspects, from the aspects of dynamic governance theory have been carried out by several previous researchers, among others, focusing on policy dynamics have been carried out by Kay (2006), Neo and Chen (2007). Related to dynamic governance in behavior change has been done by Yang et al (2007). Related to dynamic governance in public engagement for innovation and research has been done by Rask et al (2017). Related to dynamic governance in the change in energy technology has been done by Beer and Ulli (2013). Related to dynamic governance in transportation in China has been done by Li et al (2019), most recently in grounding dynamic governance in improving management professionalism has been done by Kusuma (2016). In the case of corruption and human rights in the forestry sector, it has been carried out by Rasad (2018).

In the empirical aspect, namely the forestry sector has also been carried out by previous researchers, which focus on environmental law enforcement in the field of forestry has been carried out by Wahid et al (2015). The role of forestry in the Indonesian economy has been done by Ulya and Yunardy (2006). Conflict mediation for industrial plantations in status and prospects has been carried out by Samsudin and Pirard (2014).

From previous studies, none of the researchers has specifically focused their research on the dynamic governance theory of Glicksman and Markell (2016) on forestry policy in Indonesia so that this research becomes original research and becomes a new study material in the field of governance and is very important for researched.

Thinking Framework This research can be derived from dynamic governance theory that sees from 3 important aspects in policies that are synchronized with the problems of the forestry sector that occur in Indonesia, especially in the Regency of Kepulauan Meranti District, because the authors consider so many parties involved and mutual interest in the problem forestry problems in Indonesia.

Figure 1: Framework for Thinking in Research on Dynamic Governance of Forestry Policies at Kepulauan Meranti District



### 3.0 METHODS

This research will be carried out using a qualitative method approach with the type of descriptive research type that is a type of research that has the aim to analyze deeply against a phenomenon. This study describes more about a phenomenon and does not make calculations using statistical techniques.

Then Denzin and Guba Qualitative research is a multiple method in focus that involves an interpretive and reasonable approach to each subject matter. This means that qualitative research works in a natural setting, which seeks to understand, interpret, interpret phenomena seen from the meanings given by people to him, in Agus Salim (2001:5).

Next Creswell (2014: 175) emphasizes that qualitative research is important to uncover at least 6 of the following: 1) deepen certain meanings, 2) understand and explore certain contexts, 3) identify unanticipated phenomena, 4) understanding the processes that occur behind phenomena, 5) building causal explanations, and 6) describing patterns. Cresweell further said that qualitative research has advantages because it is able to explain "complex holistic picture in natural settings" complex overall images in a natural setting.

Then Garna (1999: 32) qualitative approach is characterized by the aim of research that seeks to understand symptoms in such a way that does not always require quantification, or because

these symptoms allow it to be measured precisely. All information obtained or revealed in the field, whether revealed from spoken or written words of research informants and the types of data submitted serves to reveal the results of research in this dissertation later.

Then Sukidin (2002: 2) also mentioned that qualitative understanding is one of the research methods that aims to get an understanding of reality through the process of inductive thinking, in this sense the researcher is involved in the situation and setting of the phenomenon under study. Researchers are expected to always focus on reality or events in the context under study. Each event is something unique and different from the others because there are different contexts.

To make it easier for the writer to get concrete information in this research, the writer also performs with the perspective of phenomenology as a phenomenological term that has existed since Kant tried to think and choose which elements came from experience and which elements were contained in the mind. Phenomenology as a philosophical flow and at the same time as a method of thinking introduced by Hurrerl that moved from the truth of the phenomenon, as seen as the existence of Ferguson (2001). A phenomenon that appears is actually a reflection of reality that does not stand alone because what appears is an object filled with transcendental meaning of truth, it must break through the phenomenon that appears Water (1994) in Sukidin (2002: 30).

This view is refined by Schutz by combining the transcendental phenomena of Husserl's concept and Weber's verstehen concept, because every day social world is always an intersubjective and full experience with the meaning of Ferguson (2001); Collin (1997); Champbell (1994) thus the phenomenon that is manifested by individuals is a reflection of transcendental experience and understanding of the meaning or versehen of Ferguson (2001); Waters (1994) in Sukidin (2002: 31), then according to Scheglof and Sacks (Oerlans, 2000) in conducting research using this perspective, the researchers recorded social conditions so as to enable researchers to demonstrate the way informants do. At that time the researcher made an interpretation of the meaning of their actions and thoughts about the actual state of the condition.

The technique of determining the informant that the writer will use in this study uses a

purposive technique because the researcher uses his own judgment with sufficient knowledge about the informant. Miller (1983) also called purposive judgment the most that would give direction to conclusions but in general could not be used as a basis for statistical testing, in Sumardjono (1996: 31). Then the logic of taking based on criteria is more appropriate to be used with the Dynamic Governance approach in the Administration of Forestry at Kepulauan Meranti District because the relationship also highlights different characteristics in each actor in the government institutions and non-governmental institutions involved and have mutual interests. respectively.

Patton (2009: 90) explains the logic of taking informants based on the criteria of reviewing and reviewing all cases that match the important criteria that have been done before. This approach is common in efforts to ensure quality, then Patton (2009) also explains the consideration of the criteria for taking informants is to be sure of understanding cases that appear to be rich in information because they might state the weaknesses of the main systems that are targeted for opportunities for programs or system improvements.

#### **4.0 RESULTS AND DISCUSSION**

The actor dimension is all stakeholders involved in forestry policy in Indonesia, especially the actors involved in the forestry sector in the Kepulauan Meranti district. The involvement of many actors and state institutions that play a role in the system where the system is difficult to determine which actors are more dominant because each actor interacts with each other and even these actors are able to influence policy changes taken by the government.

Based on the findings of the data in the field, it can be explained nationally from 24 provinces in Indonesia from 2011 to 2015 there was an additional 2.1 million hectares of new industrial plantations, meaning that the Central Government is in the spirit to develop the forestry sector. Because industrial plantations also provide a sizeable contribution to state income.

The addition of industrial plantation forest licenses to the private sector is aimed at making the investment climate in the forestry sector in Indonesia better, but behind the issuance of industrial plantation forest licenses to the private sector, it is actually necessary to review it more comprehensively, whether the permits granted by the government to the private sector bring positive benefits. also for people around the forest concession area or just the opposite.



In the table below, it can be seen clearly that the area of industrial timber plantations has increased over the past five years.

From the multi-actor aspect which is one of the important elements in the forestry sector, the authors describe the findings of the field which address that the complexity occurs so informally structured. Based on the results of the researchers' interview with Suhaimi when the incident served as the Staff Staff at the Environmental and Forestry Unit of Riau Province, at Kepulauan Meranti District: At the time the industrial plantation permit was held by the largest paper producing private company in Asia operating in our area we knew it all. happened outside our ignorance because suddenly the company has held a permit.

We also feel very surprised as the lower classes were not involved by interested parties when giving the industrial plantation permit and this in our opinion is overlapping from the forestry regulations applicable in the Republic of Indonesia today, especially with the enactment of Law Number 23 Year 2014 About the Regional Government all industrial plantation forest licenses are under the authority of the central government.

To confirm the statement from Suhaimi, the researcher also conducted an interview with Effendi, head of Sungai Tohor village, when PT. SAM, a subsidiary of PT. RAPP negotiated with us all the village heads who were present at that time were united and refused to make us stronger to continue to oppose and fight the company because if we accepted the company to enter and operate in our area this would certainly threaten our lives and destroy our entire sago plantation, we, as village people, will survive because they say our territory company has been controlled, our land is a new location for them to plant acacia as raw material for the paper producing company. We never agreed and we all village heads agreed and united together against the company PT. SAM is trying to seize our land.

The same thing was also confirmed by H. Natiran who is a community leader at Kepulauan Meranti District who also said that: At the time PT. SAM, a subsidiary of PT. The RAPP came and wanted to plant my acacia as the village head at that time faced with so many trials and temptations given by the company starting from the company wanting to provide whatever facilities I wanted until strong intervention by the district government who was then in office and I was so confident in At that time the Local Government of Bengkalis Regency was very closely related to the company so that we the lower class people were constantly pressured by them but I was sure that my standing position was on the truth and being on the

side of the community so it seemed to me it was impossible to accept the beauty and wealth for a moment but the long suffering that will be felt by our children and grandchildren later. As Chairman of the Forum of Village Heads of the Sub-Districts at that time I along with other village heads committed to opposing PT. RAPP to operate in our area.

The information from the informant above shows that the government at the technical level is not able to do much to find a solution to the problem and is even impressed as a full supporter of the company and this is part of the presence of the company does not provide a positive thing for the people around the industrial plantation forest concession area. In this problem, the informant's statement is sufficient to represent the loss that is felt by the people who are in the vicinity of the industrial plantation forest concession if the company becomes acacia planted, because many houses and residents are included in the concession area controlled by the company.

In the context of regulation, overlapping laws and regulations at the central, provincial and district levels have also not yet been passed. The Riau Province RTRW has not yet added to the dynamics of regulatory complexity in Riau Province. Substantially the RTRW has an important role in determining spatial patterns and the accuracy of land use filling according to the needs of the people in Riau Province. Based on an interview conducted by the author with an official at the Ministry of Environment and Forestry of the Republic of Indonesia Edwin Budiawan who said: The condition in Riau Province now we cannot do anything because we have to wait for the Minister's mother to sign the RTRW and that is the basis of licensing in the forestry and mining sectors. in accordance with the main rules namely Law Number 23 of 2014 concerning Regional Government granting the authority previously managed by the district/city now that authority is the authority of the Ministry of Environment and Forestry and we continue to communicate with the Provincial Government. We are also waiting for the Riau Province RTRW to be signed by the Minister, when the Riau Province RTRW has been ratified, all forestry and mining licenses that are still stagnant will be processed again in accordance with the applicable laws and regulations.

The official statement at the Ministry of Environment and Forestry was also supported by officials in Riau Province, namely Secretary of the Riau Province Integrated Services and Investment Office, Jhonny Anwar, said: We at the Provincial Licensing and Investment Office can only wait until the Riau Province RTRW is approved by the central government

in this case now our documents are still at the Ministry of Environment and Forestry of the Republic of Indonesia as our superiors and our leaders at the center. And for the granting of industrial timber plantation licenses to companies today all become the full authority of the Ministry of Environment and Forestry and we from the Provincial Government only provide recommendations that are permissible and may not be used by the central government, as one of the considerations in granting industrial plantation licenses for the private sector in Riau Province.

The information provided by the two informants was also supported by former officials at Kepulauan Meranti District who are now staff in the Riau Provincial Forestry Service Suhaimi who stated that: In the past when the forestry sector was under the authority of the Government at Kepulauan Meranti District we felt that there were so many activities what we can do and we do because we who are at the district level can certainly say that we understand and know more about our forests because from the beginning our parents also lived and looked for life around the forest and from childhood we also lived in around the forest area. If the authority is now fully controlled by the central government, in my opinion it is the reverse thinking of the current government because they are far away in Jakarta, there must take care of the forests in our village. The weakness of the center at this time in my opinion still does not dare to ratify the Riau Province RTRW because I believe that the area that was previously a forest area has now been turned into a community settlement. Another mistake that is usually done by the map company they hold is the old map while now the area they claim is a community settlement area.

The information from the information above explains that in terms of existing regulatory aspects, the name of the regulation in the field of forestry always overlaps, and there are so many actors who have mutual interests so that in matters of granting industrial plantation forest licenses, there are so many interested actors added the absence of the latest RTRW from Riau Province has made many strategic areas in Riau Province still obscure. Its purpose is unclear which forest areas, residential areas, plantation areas and office areas because the RTRW used is still old and the RTRW has not been ratified yet. the new investment also has hampered investment coming into Riau Province and this is certainly the responsibility of the Central Government in this case the Ministry of Environment and Forestry of the Republic of Indonesia.

Based on research in the field it was found that in the actor dimension showed that so many interests that occurred were dominated by the complexity of the actors. In the complexity of the actors, the dominance of the elements and officials in the regions or capital owners have been identified to determine the policies in the forestry sector. This can be seen from the case at Kepulauan Meranti District involving PT. SAM, a subsidiary of PT. RAPP.

The lobbies and various efforts made by the company so that the community around the forest area wants to follow the company's wishes was unsuccessful because the community together with the village head were equally committed and struggled not to accept the company managing their land because the land was a sago orchard as a means of sustaining life for community at Kepulauan Meranti District.

Finally, when the company was unable to get approval from the local community and the land was also included in the category of peatlands that had to be protected by the state, finally the operational permit of a subsidiary of PT. RAPP at one point at Kepulauan Meranti District was revoked by the Ministry of Environment and Forestry of the Republic of Indonesia.

## **6.0 CONCLUSION**

From the results of the study that the author presented in the discussion in the previous chapter, this research can concisely conclude that dynamic governance in the field of forestry in Riau Province is influenced by so many actors' interests ranging from central government actors, local governments and all levels of society at Kepulauan Meranti District considers that the inclusion of the business world in their region tends to cause horizontal conflicts and vertical conflicts , then in mechanism it can be concluded that changing regulations cause forestry policies to become the full authority of the central government (KLHK) especially in granting licenses to the business world and determination of the status of existing forests in Riau Province although local governments and communities in the Kepulauan Meranti District consider this an injustice from the forestry sector policy that is applied by the central government to regional governments and finally from the aspect of tools can be concluded that various technological impacts have been made by the government in protecting the forest area in Riau from various threats that occur especially in protecting the forest from fires that always occur when entering the dry season.

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