

## **4. Participatory Management of National Park and Protection Forest : a New Challenge in Indonesia**

**Haryanto R. PUTRO**

“Participation without redistribution of power is an empty and frustrating process for the powerless (Stein, 1995)”

### **Rationale for Participatory Management**

All national parks and protection forests in Indonesia were originally established with little or no regard for local people. In fact, park and protection forest management has emphasized a policing role aimed at excluding local people, sometimes characterized by “fence and fines” approach (Well, Brandon and Hannah, 1992). Many scientists argued that this conservationist approach required an essentially militaristic defense strategy and will always heighten conflicts. Following this situation, conflict over property right and loss access of local people to resources in protected areas are the most common issues in Indonesia up to date.

The need to include local communities in planning and management of protected areas has long been adopted enthusiastically by conservationist and park managers in the World Congress on National Parks in Bali 1982. However, success story on the implementation of the participatory management of national park and protection forest in Indonesia can't be found, as well as in many parts of the world. Most projects aimed to address this issue are failed to build local conservation-oriented institution, which fully support the management of the national parks and protected forests.

This paper tries to explore two different approaches on the early step of participatory

process on the management of Ujung Kulon National Park (UKNP) and Mount Salak Protection Forest (MSPF). The first approach is outcome-based participatory process for UKNP (started in September 2000) and the second is an open participatory process for MSPF (started in June 2000). This paper emphasized the lesson learns from the process findings, especially focused on the meaning of participatory process and the implementation potential of process results.19.5

### **The Different of National Park and Protection Forest in Indonesia**

Indonesian forest is set aside into several categories based on its function including National Parks and Protection Forests. National park management is aimed to protect life-supporting system, preserve species of plant and animals and the sustainable use of biological resources and ecosystems. The management of national park is the responsibility of the central government office at province level, namely National Park Office (BTN). Zonation system of park management is implemented to ensure higher protection efficiencies. The utilization of resources in the park is mainly for research, education and ecotourism. Designation of specific-use or traditional zone possible to provide access of local people to natural resources in the park.

The protection forest is a forest area having main function as the protection of life-support system in term of hydro-orology, flood and erosion control, prevent salt water intrusion and maintain soil fertility. The management is simply protection of the forest from human activities that may cause destruction of its function. The uti-

---

The Department of Forest Resources Conservation, Faculty of Forestry IPB. Bogor, Indonesia.

lization of protection forest is allowed as long as the function can be maintained, especially the utilization of non-timber forest products and environmental services. The responsible institution for protection forest management is district government (Kabupaten) in coordination with Natural Resource Conservation Office (BKSDA).

Comparing the two type of protected forest above, it can be understood that management of national park is much more intensive than protection forest. Special organization unit is implemented in each Indonesian national park. In the other hand, the management of protection forest is very extensive and many type of disturbance happen in the protection forest is even unrecorded by the government.

## **The Participatory Process and Results**

Many parties, mostly NGOs, have long initiated participative process of project development in UKNP, such as : integrated Javan rhino management and integrated primate management in the park. Some running participative projects in UKNP are annual Javan rhino census and integrated Javan-rhino monitoring program. The UKNP manager asks for more comprehensive concept in participatory management of the park. Based on UKNP manager and Bogor Agricultural University (IPB) initiative, an outcome based participatory process is set up in September 2000. The process, which involves around 20 people from university, NGO, business communities and park management identified as key stakeholders, combine two methods, namely logical framework and Meta plan, and called as logical framework approach (LFA).

The process starts with the exploration of UKNP management goal and followed by identification of problems to achieve the goal. At the basis of agreed goal and identified problems, the process continued to objective analysis and alternative analysis, followed by an output and input (activity) identification in a certain hierarchical structure. Based on the rule of LFA, each hierarchy should be accompany with indicator of success and assumption for the success with exception of input/activity that should be accompanied by level of effort required. After all work breakdown structure is obtained, planning process is

then continued by the working group of competent people to write all identified activities in a proposal form, including responsible institution(s), fund required, sources of fund and time frame of each activity.

The completion of the above process has resulted in a comprehensive draft of UKNP management plan with time frame of 20 years. Stakeholders agreed that the draft would be the main source of all further process concerning the UKNP management, including further elaboration of activities that will be implemented in field. After a year of draft formulation, there is no other process as the follow up. The reason is simply ; no funding from the government to realized all agreed activities in participatory way. Instead of that, the limitation of fund to maintain the communication and negotiation process has become the biggest barrier to mobilize stakeholders' capacity and willingness to support the UKNP management.

Different with the UKNP process, a stakeholders meeting aimed to seek synergy of MSPF management within many different interests involved parties, especially district governments, NGOs, business communities and local community institutions, was set out in June 2000 in the frame work of West Java Mountain Network. This process focus on the MSPF management goal and problems faced to achieve the goal based on the work of a small team consist of relevant expert. Through focus group discussion and working group discussion, a formulation of problem tree is carried out. This first process has also followed by agreement on the establishment of Mount Salak Conservation Network (MSCN) and the secretariat for the network in the office of small NGO based in Bogor, namely : Biodiversity Conservation Indonesia (BCI).

With stakeholders funding mechanism, bi monthly communication is maintained to reshaping stakeholders' program related to Mount Salak. Up to date, based on bi monthly stakeholders meeting, followed by 2 stakeholders workshops, some institutions has set cooperation activity in order to solve the MSPF management problems. Three typical cooperation are : (1) district government and district government, especially concern with land use planning (2) business, university and local institution or business