

## Planning for Private Forest Development Based on Community Empowerment in Malang Regency

Rosyidatuzzahro Anisykurlillah<sup>1\*</sup>, Tjahjanulin Domai<sup>2</sup>, Romy Hermawan<sup>3</sup>

<sup>1</sup>Magister Program of Public Administration, Faculty of Administrative Sciences, University of Brawijaya, Indonesia \*

<sup>2</sup>Department of Public Administration, Faculty of Administrative Sciences, University of Brawijaya, Malang, Indonesia

<sup>3</sup>Department of Public Administration, Faculty of Administrative Sciences, University of Brawijaya, Malang, Indonesia

### Abstract

This research aimed to describe and analyze the planning formulated by Malang region Forestry Service Branch (CDK Wilayah Malang) for private forest development based on community empowerment in Malang Regency. One of the targets of forestry revitalization is by building and developing private forests through community empowerment-based programs or activities. This qualitative research is descriptive analysis and the data collection techniques are interviews, observation, and documentation study. Then, they were analyzed using an interactive model. It was found that the planning process for private forest development in Malang Regency is still not effective. This is because the government formulated planning is dominated by top-down planning and technocratic. In the formulation process, it doesn't involve the community. Other constraints are limited data and lack of funding allocation.

**Keywords:** planning, community empowerment, private forests

### INTRODUCTION

Development needs a lot of resources, so it needs to be planned well. Planning is the first stage in the development process that will be used as a reference for the implementation of activities. Planning is a systematic arrangement, regarding steps (actions) that will be taken in the future, by using the existing potential, external factors and interested parties in order to achieve a certain goal [1].

One area of development that has a strategic function is forestry development. Forestry development authority only at the level of the Provincial Government [2]. The existence of forest areas in East Java Province has not yet reached the minimum stipulation of forest area. Forest area that must be maintained at least 30% of the watershed and or island area with a proportional distribution [3]. The area of protected forest in East Java Province reaches 11.59%, whereas if added to the production forest to 28.59%, still less than required, which is 30% [4]. One effort to meet the adequacy of 30% of the forest area is through private forest development. Private forest is a forest that grows

on land that is burdened with ownership rights and is managed directly by the community [3].

One of the strategic issues of the East Java Provincial Medium Term Development Plan (RPJMD) in 2014-2019 is the undevelopment of private forests. Solving the problem of forestry development must pay attention to economic, social and environmental aspects in order to realize the welfare of the community both for present and future generations. For this reason, planning must pay attention to the paradigm shift from prioritizing economic growth to the sustainable development paradigm.

Outside state forest areas, private forest areas are the main assets of forest development in regency areas in East Java Province. Malang Regency is one of the regions in East Java Province which is expected to contribute to the development of private forests for the success of forestry development in East Java Province. This is because Malang Regency is one of the upstream parts of the Brantas watershed, the landscape can affect several areas around it. The latest data shows that the area of private forests in Malang District has decreased significantly as shown in the following graph:

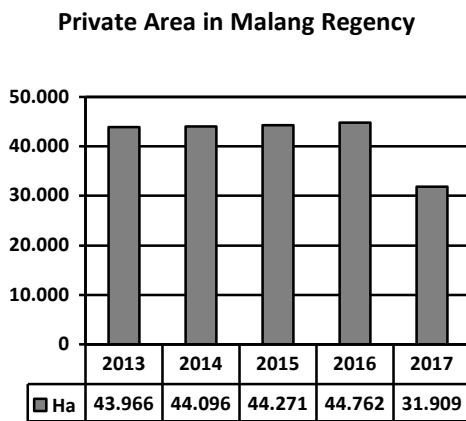
---

Correspondence address:

**Rosyidatuzzahro Anisykurlillah**

Email : rosyidatuz@gmail.com

Address : Gajayana street, Malang City, East Java, 65144



**Figure 1. Development of Private Forest Areas in Malang Regency**

Source : East Java Province Forestry Statistics 2013-2017

Figure 1 shows a decline in a private forest area in Malang Regency. The decline in the area of private forests occurred due to the large number of land uses being converted from forests to agricultural land. To reduce the significant decrease in the area of private forests continuously, it requires community involvement through a community empowerment approach. Empowerment is interpreted as an intervention that is an effort to strengthen community resources and participation in increasing their capacity so that they can determine their own future [5]. The purpose of community empowerment is to establish independence for both individuals and communities [6].

The development of private forest based on community empowerment is fundamental and positive, where critical awareness of the community is built and developed, so that the community can become a director for themselves and can control the management of forest resources. The community empowerment approach is expected to create a sustainable private forest. So in private forest development requires programs and activities based on community empowerment. The empowerment programs and activities are outlined in the planning document which will be used as a guide for future development.

The development of private forest in Malang Regency becomes the authority of the Regional Government of East Java Province through the Forestry Branch (CDK) of Malang Region. One of the tasks of the Malang Regional CDK is to make programs, activities and budgets that are available in the working area. Malang Regional

CDK has the task to plan according to the conditions and potential of the region. As an effort to develop private forests in Malang Regency, Malang Regional CDK formulated vegetative programs and activities (planting of forestry plants) based on community empowerment

This research aims to describe and analyze the planning of private forest development based on community empowerment in Malang Regency. The components in a planning process that will be analyzed include: probe (digging of public aspirations), formulation of the problem, formulation of objectives, identification of carrying capacity, determine the detailed steps, and budget [1].

**MATERIAL AND METHOD**

The type of research used is descriptive research with a qualitative approach. The technique of collecting data used interviews, observation, and documentaries. Interviews were conducted on head of division and staff in the Malang Region CDK, forestry extension agents, and farmer groups in Malang Regency. Observations made to the phenomenon that occurs in the study sites. Documentation includes regional regulation, Medium Term Development Plan (RPJMD), Strategic Plan (Renstra), work plan (renja), and documents from farmer groups. This study uses the Interactive Model data analysis model from Miles, Huberman and Saldana. The explanation of the components of the analysis in an interactive model consists of condensation, data presentation, and conclusion [8].

**RESULT AND DISCUSSION**

Each Regional Apparatus Organization must make a five-year planning document called a strategic plan (renstra) and a one-year planning document, namely the work plan (renja). The cessation of forest management authority at the provincial level has implications for the formation of a new working area of the East Java Provincial Forestry Service at the district level, namely the establishment of 10 Forestry Service Branches (CDK). One of them is Malang Regional CDK. One of the work areas of the Malang Region CDK is Malang Regency. Malang Regional CDK has the right to make a Regional Forest Management Program which will be submitted to the East Java Province Forestry Service. The Regional Management Program contains programs and activities that have the potential to improve the

welfare of the community in accordance with the conditions, uniqueness, and superior potential of the region concerned.

There are two types of activities planned by Malang Regional CDK in the development of private forests in Malang Regency, which are technically civil and vegetative (planting). Vegetative activities are carried out with community involvement through programs or activities based on community empowerment. The planning of private forest development based on community empowerment in Malang Regency is as follows:

### **1. Probe (digging of public aspirations)**

The probe stage means to explore, collecting issues, and community needs [1]. In Malang Regency, there are two ways in the process of collect public aspirations. First, it can be through submitting activity proposals directly to the department. And the second through the mechanism of development planning deliberations (*musrenbang*). Communities who submit proposals directly are proactive community groups and usually who already know and understand forestry development.

In the *Musrenbang* mechanism, forestry activities have not yet become the priority scale of development in Malang Regency (priority scale is dominated by infrastructure activities such as road and bridge construction). In addition, public enthusiasm is still low in proposing community forest development programs. Not maximal performance of forestry instructor is still a constraint in the development planning process. Moreover, the number of forestry instructors in Malang Regency has still not been fulfilled. Forestry instructors are expected to increase community participation to propose a forestry program in the *Musrenbang* mechanism. This is because community involvement is a key factor that is not negotiable at this stage [1].

If seen from the results of the interview, it can be concluded that if the suggestions submitted by the community are not in accordance with the previous draft planning document (technocratically) then they will not be accommodated. Malang Regional CDK conducts problem formulation referring to the related documents and regulations. Forestry development activities mostly refer to the existing technical documents, namely the RTK-RHL and RPRHL. The Forest and Land Rehabilitation Technical Plan (RTK-RHL) document and the Forest and Land Rehabilitation Management Plan (RPRHL) document are

technical management plan documents in the context of implementing land rehabilitation. The document is structured and established technocratically. This means that the formulation of planning needs uses a more dominant top down technocratic approach to planning.

### **2. Formulation of the problem**

In the problem formulation phase requires the availability of accurate data and information to be used as input. The availability of data owned by Malang Region CDK is still incomplete. To get the data, Malang Regional CDK needs to collaborate with other parties, especially the village and sub-district in Malang Regency. Data obtained from the village government is also less reliable. In addition, not all village and sub-district governments respond when asked for data. One reason for the failure of planning is that the information is incomplete, methodology is not mastered and the planning was unrealistic from the beginning so it was impossible [7].

In the formulation process in Malang district, it does not involve all stakeholders related to private forests. One of the stakeholders not involved is the community group. Whereas the involvement of the community in the process of problem formulation is also very important because the community understands the actual needs and problems faced. In general, planning theory is divided into two types, namely procedural theory and substantive theory. Procedural theory is a series of procedures to achieve goals in planning. Whereas substantive theory is an understanding of solving the problems faced. To solve problems in the field, it is necessary involvement of the community who understand the condition and needs. Good planning should consider both planning theories, both procedural theory and substantive theory because good planning is not possible by ignoring the essence and the problems discussed [9].

In the process of planning a private forest in Malang district, more dominant using the top-down technocratic approach. The technocratic approach is to use scientific methods and thinking frameworks. In this case the Malang Regional CDK refer to the Forest and Land Rehabilitation Technical Plan (RTkRHL) and the Forest and Land Rehabilitation Management Plan (RPRHL) for planning. This approach can be said to be true because RTkRHL and RPRHL are based on scientific studies. But this technocratic approach tends to be top-down planning. Need to be aware that the approach is too top-down would be at risk of failure [1]. The Malang

Regional CDK should involve representatives of forest farmer groups in the formulation of the problem with the notes that the group representatives truly represent the aspirations of the community through FGD or group meetings. If the formulation of the problem does not involve the development impact recipient group and is only done internally, it will not be easy to achieve the stated goals. Community involvement in the problem formulation process is also very important because the community understands the needs and problems they are actually facing.

### **3. Identification of carrying capacity**

Identification of carrying capacity includes resources and potential for activities carried out to be good and sustainable. Identification of carrying capacity, which is all aspects that can support the achievement of goals and targets that have been formulated [1]. The carrying capacity will depend on: the problems faced, objectives to be achieved, and activities to be carried out. Clarity regarding these aspects will basically be very helpful in understanding what an organization or society has. The carrying capacity in the development of private forest based on community empowerment in Malang Regency is Critical Land in priority watershed areas, land location and ownership, farmer group institutions, and socio-economic aspects.

Geographically, Malang Regency is in the upper Brantas watershed. Brantas watershed is included in 15 Priorities according to the direction of the National Medium-Term Development Plan (RPJMN) 2014-2019. Problems in the rehabilitation of degraded land outside the forest area are land owned by the community in the form of narrow land and not a stretch but scattered. For that reason, Malang Regional CDK uses a method of merging land from several land owners who are incorporated into one group. With the formation of farmer groups, private forest development activities can easily be carried out.

Socio-economic aspects play an important role in the development of private forests based on community empowerment. Mistakes in identifying social, economic and cultural opportunities and challenges in the community will cause difficulties in achieving success in private forest development. In connection with the complexity of the problems faced, forestry development must be directed towards solving socio-economic problems in the community.

### **4. Formulation of objectives**

The objectives formulated in accordance with the vision and mission of the elected regional head in this case the Governor of East Java Province, the goals and objectives of regional and national development, the time frame and the ability of the region. Related to the development of private forest based on community empowerment is in accordance with the mission in the Regional Medium-Term Development Plan (RPJMD) of East Java Province 2014-2019. The mission in the RPJMD is increase sustainable development and spatial planning. To maintain environmental conditions at its best level, then the accessibility of the community in managing forest resources must be opened proportionally through community empowerment based programs and activities. The aspect of community empowerment becomes important. The purpose of private forest development is to increase the sustainability of forest resources.

The formulated objectives must be in accordance with the vision and mission of the elected regional head, in this case the Governor of East Java Province by taking into account and considering regional and national development goals and objectives, time frame and regional capabilities. By setting goals at the beginning of the activity it is evident that planning leads to the achievement of goals. Thus planning is a tool to achieve goals.

In connection with the development of private forests in Malang Regency, the Malang Regional CDK encourages the community to make more use of marginal lands which are potentially critical and plant them with timber plants as the development of community forest areas where timber products can be harvested. The indicator in community forest development is the area of community forest development (Ha). This indicator is used as a measure of the success of community forest development.

### **5. Formulate detailed steps**

Formulating detailed steps is to determine activities, target locations, and time of implementation. There are two private forest development programs based on community empowerment namely Forest Conservation and Efforts Program and Private Forest Management Program. Forest Conservation and Efforts Program by carrying out the make of a village nursery in quarter II to IV. Private Forest Management Program described in the activities of private forest enrichment and agroforestry development in the fourth quarter.

Village nurseries are private forest seedlings in the context of rehabilitation and community empowerment through conservation activities and forestry efforts. The establishment of nurseries is carried out by farmer groups. Enrichment of private forests and agroforestry development are timber planting activities to optimize land use. If land cover is less than 400 trees ha, private forest enrichment will be carried out. The purpose of private forest enrichment activities and the development of agroforestry is to encourage increased growth (pro growth), poverty reduction (pro poor), employment (pro jobs) and at the same time preserving the environment (pro environment).

Determination of the type of activity and location of private forest development based on community empowerment is carried out using a top-down approach. All the planning made by internal of Malang Regional CDK. Furthermore, the proposed activity is not through the musrenbang mechanism. The basis for needs refers more to the forestry technical plan (RTkRHL and RPRHL) whose processes are made technocratically. The proposed location if it is not in accordance with the technical plan (RTkRHL and RPRHL) will not be initiated.

In determining the program, activity and location of the Malang Regional Forestry Service Branch, it refers to the RTkRHL and RPRHL technical documents for development planning. This approach can be justified because the technical documents of RTkRHL and RPRHL themselves are based on scientific studies that can be accounted for by the institution. However, this technocratic approach tends to be top-down in nature, where in addition to providing technical direction, the initiation of forestry development programs is mostly carried out by Malang Regional CDK officials in terms of determining, planning, and controlling programs. The target community is only the object that receives the program, not as the subject who manages the program.

So this top-down technocratic approach is the role of the government, in this case the Malang Regional CDK apparatus becomes dominant, starting from being the provider of initial ideas to managing the programs that are determined starting from the planning process, implementation, to evaluation. In this approach, the role of the community becomes less influential. It is necessary to be aware that an approach that is too top down will risk failure.

## **6. Formulate a budget**

Sources of funding for programs and activities come from the Regional Budget and Expenditures (APBD) of East Java Province and the Special Allocation Fund (DAK) in the Forestry Sector. Forest Conservation and Efforts Program use the Regional Budget and Expenditures (APBD) of East Java Province. Private Forest Management Program use the Special Allocation Fund (DAK) in the Forestry Sector. Currently the obstacle is the budget capacity of the East Java Provincial Forestry Service is still limited. the consequence of the transfer of the status of the employee handling forestry affairs in the regency / city area to be a Provincial Government Employee. This resulted in the number of employees who are in the East Java Provincial Forestry Department has increased very significantly.

One of the factors that can affect the success rate of a planning program is the funding factor. Starting from how much is needed (budget), where is the source of funding and how is the management system. Of course, it is not expected that the results of regional development planning cannot be implemented because the funding support is not prepared or is insufficiently calculated.

From the descriptions outlined above, starting from the process of probes (digging of public aspirations) to Formulate a budget, we get the problems that exist in the planning process for development of private forest based on community empowerment in Malang Regency includes:

1. In the dominant planning process using technocratic - top down planning
2. The involvement of all relevant stakeholders has not yet been involved, such as the absence of community groups
3. There is still a lack of data in planning
4. Budget support is not yet proportional

From the explanation above, it can be explained the problems that have resulted in the non-optimal planning of private forest development based on community empowerment in Malang Regency. The predominantly technocratic top-down development planning can be seen from the exclusion of the private forest farmer groups in the formulation process. Such conditions have an impact on the contents of planning that does not

respond to the actual needs of the community. To produce effective planning must collaborate top down planning and bottom up planning. In

addition, in the formulation of planning must also pay attention to procedural and substantive aspects of planning as shown below:

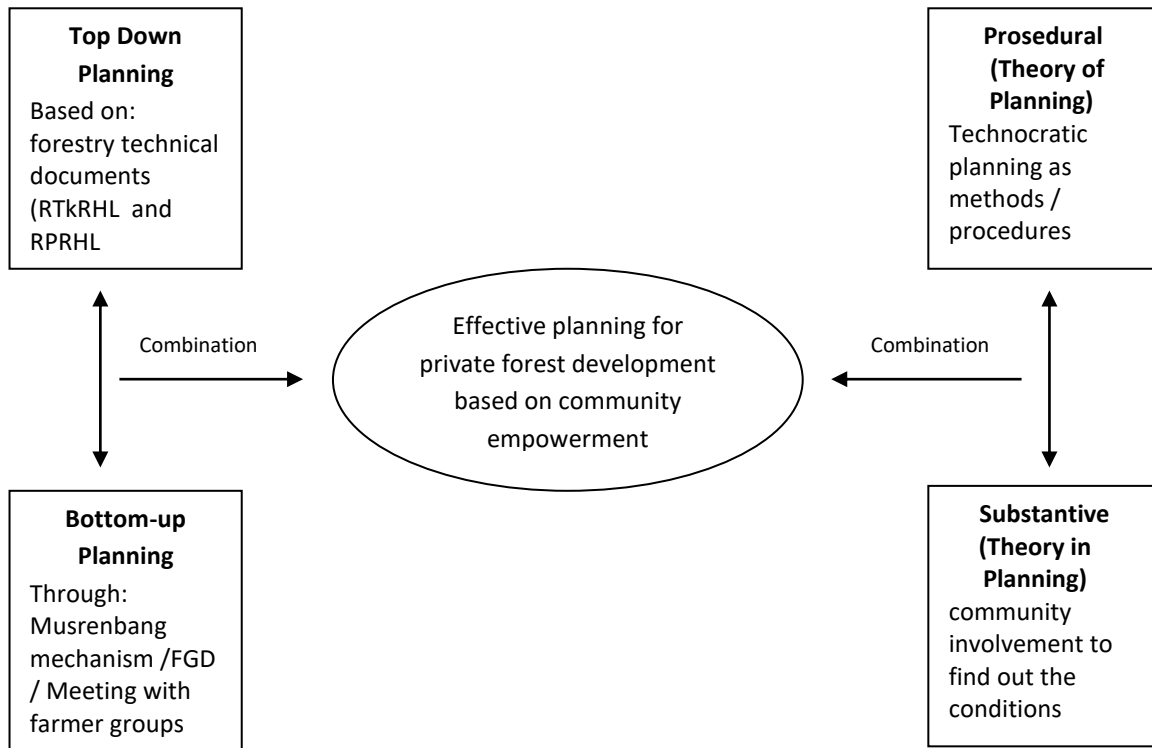


Figure 2. Effective Planning for Private Forest Development Based on Community Empowerment in Malang Regency

From the figure above, it is explained that effective planning is a collaboration between procedural planning and substantive planning. Generally, what happens is that planners are unconsciously influenced by technocratic planning (procedural theory) which often ignores substantive planning (substantive theory) [8]. Such conditions have an impact on the contents of planning that does not respond to the actual needs of the community. Therefore, it needs to be supported by substantive planning where the community as the target will be more aware of the situation and can provide input in the planning process. Also in practice, there is no longer any full application of the top-down approach [7]. The approach was not fully implemented because the detailed planning process required community participation. Because it needs to combine top down planning and bottom up planning.

**CONCLUSION**

The process of planning a private forest development based on community

empowerment in the Malang Regency tend to be technocratic dominant top down planning. To produce effective planning, collaboration requires top-down and bottom-up planning, and then combines procedural and substantive planning. It is better if the process of formulating development planning needs to involve representatives of community elements who are considered to understand, want, can to provide their participation. So that the planning results obtained will be a balance between the priority of development from the government and the aspirations of the people. Increasing the participation of farmer groups can be done by using a personal approach by assistants from experts and assistants from the Community Forestry Extension Workers (PKSM). Also, Malang Regional CDK needs to improve coordination with relevant stakeholders such as village and sub-district governments to support each other in terms of data availability.

## **ACKNOWLEDGEMENT**

Thank you for all the families who have provided support, the leaders and employees who have given permission for research in Malang Region CDK, and the lecturers who have guided in this study.

## **REFERENCES**

- [1].Abe, Alexander. 2005. *Perencanaan Daerah Partisipatif*. Yogyakarta: Pustaka Jogja Mandiri.
- [2].Undang-Undang 23 Tahun 2014 tentang Pemerintahan Daerah
- [3].Undang-undang No. 41 Tahun 1999 tentang Kehutanan
- [4].Rencana Strategis Dinas Kehutanan Provinsi Jawa Timur Tahun 2014-2019
- [5] Narayan, Deepa. 2002. Empowerment and Poverty Reduction. Washington DC : The World Bank
- [6] Sulistiyani, Ambar Teguh. 2004. *Kemitraan dan Model - Model Pemberdayaan*. Yogyakarta: Gava Media.
- [7] Kartasasmita, Ginandjar. 1997. *Administrasi Pembangunan*. Jakarta: LP3ES.
- [8] Miles,M.B, Huberman,A.M, dan Saldana,J. 2014. *Qualitative Data Analysis, A Methods Sourcebook*, Edition 3. USA: Sage Publications.
- [9] Faludi, Andreas, 1973. *Planning Theory*, reprinted 1976, Pergamon Press, Oxford, England