



Participation Analysis of Social Forestry Program: Case Study in Sanggau District, Indonesia

Analisis Partisipasi Masyarakat dalam Program Perhutanan Sosial: Studi Kasus di Kabupaten Sanggau Provinsi Kalimantan Barat

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ABSTRACT

As one of the benchmarks for the success of the Community Forestry (HKM) program, participation provided access and increased the capacity to manage state forests. HKM in Sanggau District was initiated and facilitated by various parties with intensive and sustainable empowerment activities. Therefore, this research aimed to analyze participation in managing state forests in the HKM scheme. The level was measured using the Arnstein participation concept in the planning, implementation, and evaluation stages. Data were collected through in-depth interviews, questionnaire distribution, and document reviews, and the analysis employed a qualitative descriptive approach with descriptive statistics. The participation forms included thoughts, ideas, suggestions, and energy contributions to planning, implementation, and evaluation activities. The result showed that the participation level in the research area was in the delegated power stage, through projects/activities conducted by external parties to achieve specific goals.

INTISARI

Partisipasi merupakan salah satu tolok ukur keberhasilan program Hutan kemasyarakatan (HKM), yaitu program pembangunan di sektor kehutanan yang memberikan akses dan peningkatan kapasitas masyarakat dalam mengelola hutan negara. HKM di Kabupaten Sanggau adalah HKM yang diinisiasi dan difasilitasi oleh berbagai pihak dengan kegiatan pemberdayaan yang intensif dan berkelanjutan. Penelitian ini bertujuan menganalisis tingkat partisipasi masyarakat dalam mengelola hutan negara pada skema HKM. Partisipasi dinilai dari tiga tahap kegiatan (perencanaan, pelaksanaan dan evaluasi) dengan menggunakan konsep partisipasi Arnstein. Pengumpulan data dilakukan dengan teknik wawancara mendalam, penyebaran kuesioner, dan telaah dokumen. Analisis data dilakukan dengan pendekatan analisis deskriptif kualitatif dan statistik non-parametrik. Partisipasi masyarakat berupa sumbangan pemikiran, ide dan saran serta sumbangan tenaga dalam kegiatan perencanaan, pelaksanaan dan evaluasi. Hasil penelitian menunjukkan tingkat partisipasi berada di tingkat *delegated power*, melalui kegiatan-kegiatan yang didukung pihak luar untuk mencapai tujuan tertentu.

Introduction

The government's policy in forestry development for democratic and equitable forest resources management access is conducted through the development of Social Forestry (SF). SF is a sustainable management system implemented in state forest areas or private/customary forests by local or customary law communities to improve welfare, environmental balance, and socio-cultural dynamics. PS are implemented in the form of Village (HD), Community (HKm), Community Plantation (HTR), Customary (HA), and Partnership Forestry (Pemerintah Pemerintah Republik Indonesia Nomor 23 Tahun 2021 Tentang Penyelenggaraan Kehutanan, 2021 Ps.1). It can also be used as a link between forest management and welfare issues (Kristanty 2012) and therefore, it is included in the government's national strategic program. To support the PS implementation, the Government issued the Indicative Map of Social Forestry Areas (PIAPS), containing the state forest areas that were allocated for PS.

HKm is a forest area whose primary use is to empower the community (Permen LHK No. 9/2021). Empowerment is closely related to participation as participation is a form of physical and non-physical support for government policies and programs. However, so far the HKm development has not significantly increased community participation but in some cases reduced the community's access to forest management (Maryudi & Krott 2012). For example, the implementation of HKm in Benowo Village, Purworejo Regency, Central Java Province, has limited community access to the forest due to the rules that are in place. This can occur when the legal access obtained does not progress and runs well. Therefore, the community continues the illegal activities that were previously conducted. Previous research on HKm showed a low level of participation in planning, implementation, and evaluation aspects (Zeilika et al.

2021; Witno & Maria 2020; Reski et al. 2017).

The Regional Regulation of West Kalimantan Province (Prov. Kalbar) No. 2/2019 concerning the Medium-Term Development Plan for 2018-2023 (2019) has the mandate to improve the economy of rural communities surrounding the forest areas through the improvement of forestry extension and community empowerment strategies. The policy is directed by providing democratic and equitable forest resource management access to the community through the development of PS. The PS implementation is expected to support sustainable development where social, economic, and ecological aspects become complementary forces and maintain the potential and ability of villages surrounding the forest areas to improve their lives. The PS indicative areas were mapped in PIAPS (*Peta Indikatif Areal Perhutanan Sosial*) of West Kalimantan Province, and its revision VI (2021) covered 1,029,920 ha spread over 13 districts.

Based on the Provincial Environment and Forestry Office of West Kalimantan (2020) data, the community access to state forest through HKm is spread across Sanggau District (9,203 ha), Sekadau (3,520 ha), Sambas (4,613 ha), Melawi (224 ha) and Ketapang (3,816 ha). Sanggau has the widest and the most HKm groups among other districts with a long history of community-based forest management. Between 1992 and 2002 the Social Forestry Development Project (SFDP) assisted 10 HKm groups in the East Sanggau and one in the West Sanggau.

Based on the Village Building Index (IDM) data, many villages in the district had the status of underdeveloped. The status of underdeveloped villages was identical to the problems of poverty, unemployment, and income inequality around the forest where HKm permits were granted. FORCLIME (2015) stated that the leading cause of stagnation and decline in people's economic lives had been injustice

in the right to manage and use or community access to forest resources in recent decades. Another causes stated by Golar et al. (2017) was the low capacity and capability of human resources with the limited potential of forest resources. On the other hand, research showed the positive impact of HKM programs on improving the welfare of local communities, such as increasing income and skills, improving forest conditions, and changing people's mindsets on the ecological benefits of forests (Sunito et al. 2012; Markum, 2014; Aji et al. 2014; P3SEKPI 2017).

The success of HKM, which was built with the concept of community-based development, is not only measured from the extent of accessible land or other physical components of the community. The primary variable in the success of this program is the non-physical component in the form of community involvement and participation. Based on this condition, measuring community participation in HKM management is necessary. This research analyses community participation at the planning, implementation, and evaluation stages in Sanggau District, West Kalimantan Province.

Materials and Methods

Research sites

This research analyzed the community participation in the Jangkang, Noyan, and Kembayan Sub-districts of the Sanggau District. These sub-districts were purposively selected because they hosted Community Forest Management Business

Permit (IUPHKM). In 2017, the communities surrounding the forest areas of Sanggau District had five IUPHKM that covered 1,740 ha in the protected forest areas and 1,575 ha in the production forest areas. Five farmer groups (Poktan) consisted of 810 households managed these IUPHKM. Table 1 summarized the number of IUPHKM, and Figure 1 mapped the IUPHKM distribution in the Sanggau District.

The work areas distributed in 59 hamlets of eight villages in four sub-districts covered 99% of the socio-cultural Bisomu-Dayak tribe, which consisted of 15 sub-tribes and three custodians. The communities lived under customary institutions and traditional leadership patterns. They depended on the land for their livelihood. Therefore, they lived close to the forest, and practiced farming, shifting cultivation, hunting, and collecting forest products. Forest became a crucial part and had socio-magical roles in the communities' socio-magical life. The highest customary leader was Tumenggung, whose jurisdiction area covered several hamlets. Their territory was determined by the size of their shifting cultivation rotation area and the collection of forest products. A Tumenggung was appointed for a lifetime, and the power was not dictatorial but used a deliberation and consensus system related to common interests. The Tumenggung should resolve serious legal issues, including disputes over violations of customary land boundaries with other tribes. Within the custodian structure, there were Mangku (candidates for Tumenggung), the Hamlet Head

Table 1. Development of IUPHKM and Work Area

Year	The number of IUPHKM	Area (ha)	Protected Forest (ha)	Production Forest (ha)	Licensing Agency
2012	3	3.790	1.580	2.210	Regent of Sanggau
2013	2	1.360	1.360	0	Regent of Sanggau
2017	5	3.315	1.740	1.575	Ministry of Environment and Forestry
Total	10	8.465	4.680	3.785	

Source: FMU Sanggau Timur, 2020

(assistant to Tumenggung), Kebayan (Deputy Village Head), and traditional administrators (customary functionaries at the lowest level).

There were collective and individual rights to manage lands in the research area. Collective rights applied to the heirs who inherited agroforest lands (tembawang). The heirs had only the right to use the land and resources such as timber and other forest products. Individual rights applied to dryland agriculture (Bawas), which was managed individually from the start by clearing primary forests. Other people could borrow the Bawas after the land had been cultivated three times by the land clearer. The land covers/ uses in the research area consisted of primary forest, jungle/tuat, tembawang/parua, bawas, dryland agriculture, rice fields/Paya, and settlements.

The community maintained socio-cultural activities such as gawai tebas, ensangi, and ngudas. Gawai tebas (leoponouh) was a ritual activity of clearing land for farming. Ensangi was a ritual for welcoming guests at the beginning of activities, while ngudas was the ritual for starting developments. Other rituals were ma-nengeh (rice harvesting) and the pongo nengeh (eating together after the harvest). Busoruman was another eating activity with

neighbors, family, and guests/tourists.

The IUPHKm work areas in Sanggau were divided into parcels based on unwritten agreements passed down over generations. Each household maintained, managed, and benefited from their parcels. The entire IUPHKm of Sanggau District fell into the East Sanggau Forest Management Unit (FMU) area.

Research period

This research was conducted from March-December 2020, starting from proposal to report writing. Proposal writing was based on various literature for research contents and information from relevant agencies for determining locations. In June 2020, a seminar was held to strengthen the research proposal that involved academics, NGOs that worked on community empowerment, officials of the Provincial Research and Development Agency of West Kalimantan, and East Sanggau FMU. The inputs from the seminar were employed to improve the research design. Unfortunately, field data collection was carried out in September-November 2020 due to the Covid-19 pandemic. In December 2020, data processing and analysis, as well as report writing, were finalized.



Figure 1. The Map of IUPHKm in Sanggau District (Source: Sanggau Timur FMU)

Conceptual framework

The main conceptual framework was Arnstein's concept, known as the eight rungs on the ladder of citizen participation typology. In this concept, Arnstein explained that community participation was based on their power to determine a final product. Each ladder was distinguished based on community power in determining plans or programs in the planning, implementation, and evaluation stages. This concept consisted of non-participation, tokenism, and citizen powers. The non-participation consisted of manipulation, therapy, and informing sub-levels, while the tokenism consisted of consultation and placation sub-levels. The citizen powers consisted of partnership, delegated power, and citizen control sub-levels. The Arnstein (1969) participation ladder was as follows.

1. *Manipulation*

There was little or no communication, let alone dialogue, at this level

2. *Therapy*

There had been limited communication, most initiatives came from the government or external parties, and it was only one-way.

3. *Information*

There was more intensive communication at this

level, but it was still unidirectional without reciprocity.

4. *Consultation*

At this level, there was two-way communication, but participation was only ritual. There were hearings to collect aspirations and rules for submitting proposals. There was hope that their aspirations would be accommodated, but there was no guarantee for changes or implementation.

5. *Placation*

Communication went well, and negotiations occurred between communities and the government. The communities were allowed to provide suggestions or propose activity plans. However, the government retained the authority to assess the feasibility of the proposals.

6. *Partnership*

The government or external parties and the community were equal partners at this level. The government had distributed its power to communities. Negotiations occurred between communities and the government in the planning, implementing, monitoring, and evaluation stages.

7. *Delegated Power*

At this level, the government or external parties

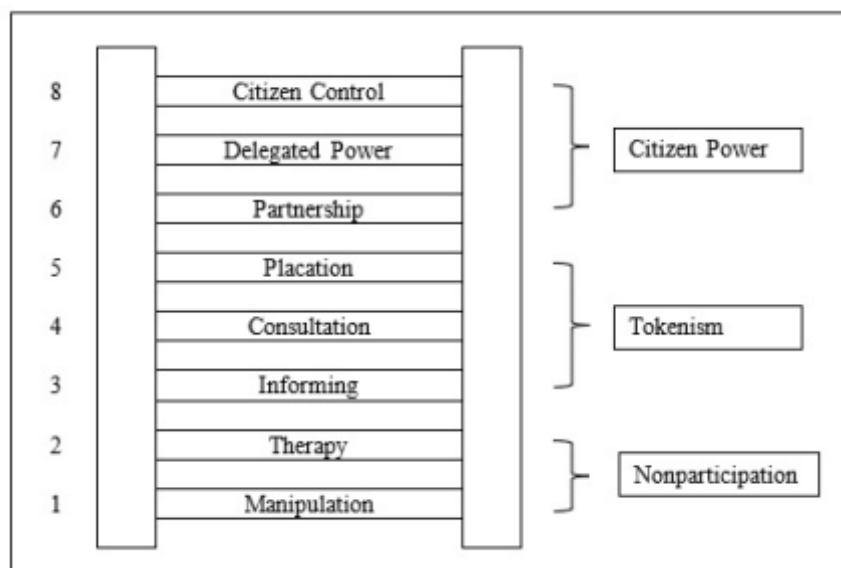


Figure 2. Level of Participation "Arnstein (1969)

gave authority to the community to manage the planning, implementing, monitoring, and evaluation stages. The community had lucid authority and responsibility for the program's success.

8. *Citizen Control*

At this level, the community fully managed various activities on their own, mutually agreed upon, without interference from the government or external parties.

Arnstein's (1969) participation ladder can be seen in Figure 2.

Data collection

The primary data collection employed in-depth interview techniques, structured interviews using questionnaires, and document review. In-depth interviews were conducted to collect information on types of participation and the roles of external parties in promoting community participation in HKM management and utilizations. The secondary data collection included related documents to verify the information obtained from interviews.

Respondents were selected purposively based on their membership of the IUPHKM. This research selected 116 respondents, spread over three sub-districts in Sanggau, covering 40, 34, and 42 in Jangkang, Kembayan, and Noyan Districts. These numbers covered 15% of the IUPHKM members in each sub-district. The key informants were determined using the snowball sampling method. The key informants selection criteria were their knowledge of the HKM development and their involvement in HKM management. These included East Sanggau FMU employees, HKM extension workers of Sanggau District, HKM administrators,

HKM members, and village officials that hosted IUPHKM.

This research analyzed community participation in the HKM at the planning, implementation, and evaluation stages. This research employed a one-time participation appraisal for these three stages. The participation assessment at the planning stage included the decision-making process of initial decision for HKM management and utilizations, the formulation of HKM business activity plans to accommodate members' needs and the needs appraisal for assistance from external parties. The participation assessment at the implementation stage included the formulation process of activity proposals, seeking funding, and implementing physical development. The participation assessment at the evaluation stage covered the success and impacts of HKM management and utilizations.

This research adopted Desmiwati (2016), which used 17 questions (six for planning, six for implementation, and five for evaluation) to assess community participation. The responses were measured using a Likert Scale of zero to three. The Likert Scale was a method to measure the breadth or depth of respondents' participation, attitudes, opinions, and perceptions of a person or group of people about social phenomena (Sugiono 2012). This research generated a rating scale to factor in the eight levels of community participation. The calculation of the rating scale involved the maximum score (number of questions x highest score x number of respondents), minimum score (number of questions x lowest score x number of respondents), and the number of participation levels (8 levels). The equation used to determine the rating scale was as follows.

$$\frac{((\text{number of questions} \times \text{highest score} \times \text{number of respondents}) - (\text{number of questions} \times \text{lowest score} \times \text{number of respondents}))}{(\text{number of participation levels})}$$

The interval limit for each sub-district was different because the number of respondents differed. The following was the rating scale (Table 2) for eight levels of community participation for each sub-district and the Sanggau District.

Data analysis

This research employed qualitative descriptive and non-parametric statistics analyses. The descriptive analysis applied a framework to organize a case study and described the types of community participation related to activities conducted by external parties in the IUPHKm area. Descriptive statistics determined community participation levels based on Arnstein's concept using the rating scale generated for each sub-district and Sanggau District, as seen in Table 3.

Results and Discussion

History and Overview of HKm in Sanggau District

Based on the Ministry of Forestry Decree No. 364/Menhut-II/2011, Sanggau District allocated 76,090 ha HKm working area, consisting of 32,500 ha of protected forests and 43,590 ha production forests. However, up to 2020, the realization of HKm area was only 3,315 ha, far from the allocation set by the government. This situation was not unique to Sanggau District, but nationally the implementation of this policy was relatively slow. In 2013, only 5% of the 2 million ha target was achieved to manage forests (Kementerian Lingkungan Hidup dan Kehutanan - ITTO 2018). This situation resulted from various dynamics such as the implementation of granting HKm permits (changes in licensing agency from Regent to Ministry of Environment and Forestry),

Table 2. Determination of Rating Scale

No	Description	Jangkang Sub-District	Kembayan Sub-District	Noyan Sub-District	Sanggau District
1	Number of questions	17	17	17	17
2	Highest score	3	3	3	3
3	Lowest score	0	0	0	0
4	Number of respondents	40	34	42	116
5	Minimum score	0	0	0	0
6	Maximum score	2040	1734	2142	5916
7	Rating scale width	255	216,75 (217)*	267,75 (268)*	739,5 (740)*

*rounded up

Table 3. Determination of Participation Levels

No	Participation Level	Jangkang Sub-District	Kembayan Sub-District	Noyan Sub-District	Sanggau District
1	Manipulation	0-255	0-217	0-268	0-740
2	Therapy	256-510	218-434	269-536	741-1479
3	Informing	511-765	435-650	537-803	1480-2219
4	Consultation	766-1020	651-867	804-1071	2220-2958
5	Placation	1021-1275	868-1084	1072-1339	2959-3698
6	Partnership	1276-1530	1085-1301	1340-1607	3699-4437
7	Delegated Power	1531-1785	1302-1517	1608-1874	4438-5177
8	Citizen Power	1786-2040	1518-1734	1875-2142	5178-5916

Source: Data analysis, 2020

lengthy bureaucracy, the vacuum of empowerment activities, and the inconsistency of regulations related to social forestry, and other factors.

The SF program with HKm scheme in Sanggau District started in 1990 with assistance activities for community groups surrounding the forest areas. This program was a collaboration between the Government of Indonesia and Germany in the Social Forestry Development Project (SFDP) that lasted until 2002. The enactment of Law No. 33/2004 on Regional autonomy had stimulated the resurrection of community empowerment for the community surrounding the forest areas after a long hiatus (between 2002 and 2009 or around seven years). The Sanggau District Regional Government, with its technical agency Sanggau District Forestry and Estate Crop Service, had the authority to manage forestry affairs. The Sanggau District Government implemented community empowerment for the community surrounding the forest areas through the HKm scheme as mandated by the Ministry of Forestry Regulation No. P.37/Menhut-II/2007 on Community Forestry. The District Government allocated the Regional Revenue and Expenditure Budget (APBD) to finance the activities. The National Revenue and Expenditure Budget (APBN) also supported community empowerment activities through the HKm scheme by allocating the national budget to Watershed Management Agency (BPDAS) in West Kalimantan. The BPDAS collaborated with the Non-Governmental Organization Masyarakat Yayasan Perhutanan Sosial Bumi Khatulistiwa (YPSBK) in providing extension workers.

Between 2015 and 2017, the development of Community Forests in the Sanggau District received support from the Ministry of Environment and Forestry (KLHK) in collaboration with the International Tropical Timber Organization (ITTO). The program had a long-term goal to contribute to the

acceleration of community forestry programs through local community empowerment, especially IUPHKm holders, to achieve the target set by the 2010-2014 national policy planning. Capacity building was crucial in forest management to maintain the functions of the forest ecosystem and improve community livelihoods. The Center for Socio-Economic Research, Policy, and Climate Change had implemented and supervised the program in collaboration with Sanggau District Government and NGOs, namely FKKM, FGLG, and YPSBK. Sanggau District hosted the most HKm area in 2011 and was the first district to receive IUPHKm in 2012 and 2013. For these reasons, Sanggau District became the location for the program implementation (Kementerian Lingkungan Hidup dan Kehutanan - ITTO 2018).

Within this program, the community received an introduction to the regulations set by the government, forest management procedures (implementation of annual and five-year plans), and market information. This two-year program established an organic fertilizers production center, generated knowledge on ecotourism in protected forests, and identified markets for local handicrafts and foods. The community also received financial support from the West Kalimantan Bank through collaboration with the National Crafts Council for Sanggau District (Dekranasda). The number and size of IUPHKm work areas increased from five permits covering 5,150 ha in 2015 to 10 permits covering 8,465 ha in 2017 (Kementerian Lingkungan Hidup dan Kehutanan - ITTO 2018).

The latest data from the West Kalimantan Social Forestry Acceleration or Pokja PPS (2021) revealed that Sanggau District hosted 42 SF locations where 17,008.68 ha had received SF permits. Eleven of those permits were within the HKm scheme covering 9,203 ha, 28 within community plantation forest or the HTR scheme covering 799,68 ha, and three within

customary forest or the HA scheme covering 7,006 ha. The HKm work area covered 54% of the total SF area in the Sanggau District. If the HKm area compared to the PIAPS Revision VI which covered 122,331 ha, it was only 13.9% (Direktorat Jenderal Perhutanan Sosial dan Kemitraan Lingkungan 2022).

Community Participation in HKm Management

The participation types in the HKm area were immaterial contributions such as thoughts, ideas, suggestions, and labor in the planning, implementation, and evaluation stages. There was no material/money contribution because the communities still relied on programs initiated by external parties such as the government, Non-Governmental Organizations (NGOs), and other donors. This condition was similar to the community participation in the HKm Koto Panjang, Kampar District, Riau Province (Rochmayanto et al. 2006) and in the ecotourism HKm Mandiri Kalibiru Yogyakarta (Kaharuddin et al. 2020). Deviyanti (2013) grouped the community participation types into materials (such as money, property, and energy) and immaterial or abstract forms (including contributions of thoughts, ideas, and opinions). The following sections analyzed the community participation types at the planning, implementation, and evaluation stages.

Participation in Planning Stage

Community participation started after the government disseminated the SF programs, and the community gave positive responses and joined them. Community voluntary registration to become HKm members and their involvement in the HKm planning, utilization, and management indicated their participation at the planning stage. They formulated the annual working plan (RKT) draft to apply for the IUPHKm. The RKT accommodated the needs of all members, decided through joint decisions and based

on consensus to foster the spirit of togetherness and self-reliance. Communities considered that the IUPHKm was an opportunity to obtain legal access to state forests, and protect them against tenurial-related conflicts, especially with external parties or large-scale companies. IUPHKm also raised community awareness to conserve forests because they became the sources of their livelihood (basic needs, socio, and cultural). The communities applied local rules such as spatial plans to manage the forests. This spatial plan divided the landscape into the jungle, tembawang, Bawas, and huma. Community activities such as ancestral tree planting supported the forest ecology and environment. The collaborative planning processes had fostered the spirit of togetherness, leading to self-reliance for each HKm group. However, the HKm group still required assistance from NGOs, extension workers, and facilitators from FMUs in applying the IUPHKm because the application involves substantial administrative work. They facilitated the communities in refining HKm plans based on the potential of natural resources in each IUPHKm location.

Based on this condition and the results of the questionnaires, the community participation at the planning stage had reached the level of delegated power. The community chose forest management options and formulated those options in a General Work Plan (RKU) and Operational Work Plan (RKO) drafts based on the current natural and human resources conditions. The HKm members' participation increased following various activities of the SF project in the Sanggau District. The extension workers, facilitators, and the government (the East Sanggau FMU) strengthened the human resources sector at the site level. They continuously provided inputs and facilitated the HKm members in formulating the proposed RKU and RKO.

Participation in the Implementation Stage

The participation at the implementation stage included the compliance with the implementation of the plan, the commitments and loyalty of the HKM members, collaboration among members, potential conflict induced by implementation constraints, conflict resolution mechanisms, and self-reliance capacity of the HKM groups. Based on interviews and questionnaires, the implementation of activities complied with the plans. The communities stated that they have no significant problems related to IUPHKM membership. All the HKM members had committed to carrying out planned activities, and they had no crucial conflict because all have resulted from consensus. The community participation at this stage was limited to immaterial contribution. The funding to finance their activities depended on external parties and was managed by YPSBK and the government (FMU East Sanggau). Therefore, the community required the involvement of the facilitators or extension workers in executing the planned SF activities. This situation indicated that the community depended highly on the external parties or donors. For example, KLHK and ITTO supported the HKM activities between 2015 and 2017 in the Noyan sub-district. The community had actively participated in all of the activities (P3SEKPI 2017), including activities initiated by facilitators from the Provincial Forestry Office and the East Sanggau FMU. When the support and facilitations stopped, all the activities in HKM areas also stopped. This condition indicated that the HKM groups were not self-reliant in implementing their activities. It was important to note that the community empowerment activities in HKM locations should ensure the continuation of the programs until the communities could fully self-reliance. Community empowerment programs should be planned over 5-10 years and not situational and evaluated periodically. During this period, the

community already had clear access and responsibilities in managing their IUPHKM. However, they needed funding supports to finance their planned activities. This situation was similar to the community participation in Cieukesal and Kenanga Villages, Kuningan District (Sudrajat et al. 2016).

Participation in Evaluation Stage

At the evaluation stage, the understanding of HKM members on the importance of evaluation became the indicator of community participation. This included the plan, the processes that involved all members, and the results to improve future management plans. This research found that evaluation involved merely the head of the HKM groups, village leaders, and extension workers or donors to maintain time and cost-efficiency.

Generally, the evaluations compared the activities' achievements against their planned targets for each HKM. Most targets were physical metrics such as the number of documents produced, the trees planted, the facilities used, and groups formed. The reason was the guidelines from the government covered only the physical metrics. This finding was similar to the evaluation of the national social forestry program. Its target was 12.7 million ha by 2024. Therefore, the Minister of Environment and Forestry, Siti Nurbaya, reported to the President that the achievement of Social Forestry by January 2022 was 7,479 decrees, covering 4,901 million ha and involving as many as 1.049 million households. There should be a fundamental change from the given rules to also include non-physical metrics in evaluation (Direktorat Jenderal Perhutanan Sosial dan Kemitraan Lingkungan 2022).

Using the existing evaluation guidelines, which included only physical metrics, the community participation at the evaluation stage reached the delegated power level. However, their participation

Table 4. Community participation level

Stages of activity	Total Value				Participation Level			
	Jangkang Sub-District	Kembayan Sub-District	Noyan Sub-District	Sanggau District	Jangkang Sub-District	Kembayan Sub-District	Noyan Sub-District	Sanggau District
Planning	611	515	618	1744				
Implementation	602	474	585	1661	<i>Delegated</i>	<i>Delegated</i>	<i>Delegated</i>	<i>Delegated</i>
Evaluation	498	442	502	1442	<i>power</i>	<i>power</i>	<i>power</i>	<i>power</i>
Total	1711	1431	1705	4847				

Source: Data analysis, 2020

changed after the support ended, meaning no facilitators or donors. The community participation was still limited, far from self-reliance, and depended on facilitators as sources of information and donors as funding sources. This finding led to the need to increase the capacity of HKm members and the HKm groups' self-reliance. This finding was in line with the previous research that revealed the community's limited capacity and capability in the villages surrounding the forests (Golar et al. 2017).

Overall Participation Level

Table 3 showed the community participation at the delegated level, which was the sum of the community participation assessments at the planning, implementation, and evaluation stages.

Community participation at the planning stage contributed the most and significantly because all members participated at the beginning of the activities. The following statement contributed the most, 'The forest management activity plan had involved all HKm members and formulated based on consensus, but not all members fully understood whether the plan would accommodate their needs. At the implementation stage, most of the HKm members stated that they participated in the activities and collaborated. Some members disagreed that the implementation complied with the plan. They resolved this mismatch well. This statement: 'The evaluation needed to be done to solve problems at the implementation stage' contributed the most at the

evaluation stage. All members should be involved in the evaluation, and the results should become the basis for formulating the next plans. Some members disagree that HKm empowerment activities affected positively on community self-reliance. The condition was universal in all sub-district because the facilitator tended to apply similar assistance patterns.

Community participation could reach delegated power level when external parties initiated, planned, implemented, and evaluated activities/ projects. However, the community should be the actor that set up activities with assistance from related parties (Permatasari et al. 2018). This was consistent with this research finding that communities depended on support from various parties in managing their IUPHKm. The HKm members understood the operation of HKm management, but they had limited funding to implement the activities. For example, during the formulation of ecotourism in their HKm areas, the communities needed assistance in establishing institutions to ensure sustainability and additional support in funding merchandise.

The Role of External Institutions in Promoting Community Participation

Facilitators, the government, local leaders/ customary leaders, and the existing rules in the institutions played crucial roles in achieving the HKm members' participation at delegated power level. The SF program became part of the village development to improve the welfare and quality of life of rural

communities, alleviate poverty through the fulfillment of basic needs, develop the facilities and infrastructures, develop the local economy, and use natural and environmental resources sustainably (Article 78 paragraph 1 of the Village Law). If the community participation in the SF program reflected the community's self-reliance, the SF program could significantly contribute to village development. However, external institutions also played crucial roles in determining community participation. Government agencies acted as regulators, initiators, and facilitators, in technical assistance and funding (Musa 2017). At the same time, NGOs also played a role as facilitators in activities that require community participation. Local or customary leaders strengthened community participation in various activities conducted in their area.

As an illustration, the 2015-2016 ITTO and KLHK project achievements in community empowerment in the HKm area at Sanggau District were (P3SEKPI 2017) were:

1. HKm group liquid organic fertilizer production center in Mobui village–BLI agreement with Directorate General of Small and Medium Enterprises, Ministry of Industry, March 2016.
2. Tourism Awareness Group (Pokdarwis) HKm in Mobui village–an inter-village agreement with the Parish and Youth Organizations.
3. Weaving crafts as a group business–an agreement of 10 PKK (Family Welfare Development) groups, Dekranasda (Regional National Crafts Council), and West Kalimantan Bank (CSR).
4. Proposal to the Directorate General of Social Forestry and Environmental Partnership to issue five new IUPHKm for five HKm groups.

This achievement became possible because the community participated in the planning, implementation, and evaluation stages. Without community participation, the project activities could

certainly not achieve the targets. This reciprocal relationship showed synergy between the community and facilitators or external parties in forestry development.

The Minister of Environment and Forestry of Indonesia Regulation, No P.83/MENLHK/SETJEN/KUM.1/10/2016 concerning Social Forestry Article 61 paragraphs 1 to 3 explained that the Government and Regional Governments facilitate HPHD, IUPHKm, IUPHHK-HTR, Forestry Partnerships holders, and Customary Forest Stakeholders. These included facilitation at the proposal application, institutional strengthening, capacity building for business management, cooperatives establishment, work area boundaries gazettement, development of forest management plans, business work plans, annual work plans, forestry partnership activities, and financing, post-harvest, business development, and market access. Furthermore, Regulation of the Minister of Environment and Forestry of Indonesia Number 9 of 2021 concerning Social Forestry Management in the sixth section, Article 168 to Article 171, explained the role of various stakeholders in an Environmental Partnership. In article 168, paragraph 1 of the regulation, the partnership promoted the stakeholders' active roles in protecting and managing the environment and forestry, especially in SF management. It was intended for community empowerment through strengthening partners, covering the area, institutional/ group, and business management. The environmental partners included the Central Government, Regional Governments, Legislative Bodies, State-Owned Enterprises, Private-Owned Enterprises, universities, NGOs, research institutions, and community leaders.

The government facilitated various environmental partnership activities, such as institutional strengthening and awareness of human

resources in SF management. Previous research revealed that The Sanggau District HKM had received many SF activities and had a long SF history. The activity started with SFDP and was followed by environmental partnerships between the central government (KLHK), ITTO, and Sanggau District in 2015-2017. The community empowerment activities included area, institution, and business management. These included the formation of five HKM groups, the issuance of five IUPHKM, the formulation of management plans (RKU, RKT, and RKO), and the establishment of liquid organic fertilizer (POC) production center. Despite these achievements, the HKM groups still depended on external support and were not sufficiently self-reliant. This evidence reinforced the need for government assistance in facilitating communities to manage their surrounding forests. The obtained rights and their social capital could become starting points for sustainable forest management practices.

Another factor causing high participation but insufficient self-reliance was the mismatch between the existing areas of community activities and the designated PIAPS. Widayati et al. (2018) revealed that PIAPS in West Kalimantan did not include many parcels currently managed by the community. In contrast, the PIAPS covered substantial logging license (HPH) areas that were not suitable for community needs. Santoso & Purwanto (2021) concluded that there was a need for improving the SF potential areas identification to meet the community needs and achieve the intended goals of the SF program.

Conclusion

The case study of HKM management in Sanggau District pictured the community participation in state forest management and the capacity of HKM members. Thirty years of HKM management at

Sanggau District was insufficient to develop community self-reliance in state forest management. The community considered the obtained IUPHKM as an instrument to legalize the utilization of forest resources but created no incentives to properly plan, implement, and evaluate forest management for their welfare. HKM members still relied on external support to initiate management activities which were indicated by their active participation at delegated power levels in programs/projects initiated by external parties. This illustrated the limited community initiative and capacity in HKM management as expected by the government, mainly due to limited capital, knowledge, and networks.

Based on this situation, the IUPHKM holders in Sanggau District still needed assistance and facilitation in the longer term to manage their HKM areas. The existing community empowerment programs needed an improvement. This was especially by involving environmental partners in strengthening area, institution, and business management for sustainable forest management.

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