

Horizontal Management of Forest Resources to Enhance the Partnership and Account Ability in Pasuruan, East Java, Indonesia

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ABSTRACT--- *One of resources which enable the balance of nature is the forest resources. Forest areas are potential assets to preserve the environment and human resources. This study aims at describing the horizontal management of forest resources to enhance the partnership and accountability in Pasuruan, East Java. There were 49 informants consisted of 39 Pesanggem farmers and 10 members of the local government who involved in the forest resources management. The findings showed that there was an agreement amongst the forest managers regarding to the decision making made by the Pesanggem farmers and local government. Moreover, the diversity amongst the stakeholders' interest was coped well without giving disadvantages to public interest. In addition, there were a sustainable forest development and frameworks of forest resources management which benefitto economy and ecology aspects.*

Keywords--- horizontal management, forest, partnership, accountability

1. INTRODUCTION

Forest areas in Pasuruan are resources to balance the nature and it acts as the lungs of the earth, especially in this particular area and its neighborhood. Meanwhile, Pasuruan is one of regencies in East Java which owns industrial areas (PIER Rembang, kecamatan Rembang, Pasuruan has hundreds of industries). Therefore, this less synergic condition becomes the concern of the environmental economic observers. An attempt to reduce the pollution made by the economic activities of industries is to build sustainable forest areas. In the forest, there are various floras and faunas existing. These forest resources are very potential to boost up the economy condition of residents living near the forest. The resources are also important to preserve the nature. Thus, the forest resources are importantly needed by all residents from low, middle, and high economy conditions and more importantly, they are the country assets (Nasikh, 2013).

Developing sustainable and equitable forest areas is not an easy matter. What is needed is the agreement and similar perception amongst the forest resources managers. As one of the renewable resources, forest resources are one of the examples of the resources which can give advantage to human beings in two functions. First function is to enhance the residents' incomes, while the second one is to preserve the nature. However, it seems that the forest has given more advantages to the first functions only (Giddens, 2005). Therefore, it is important to all stakeholders managing the forest resources to understand the concepts of forest as the preservation of nature and environment (Richards, 2004).

Forest resources possibly enable to balance the nature and its environment, including the diversity of biological and non-biological as well as the floras and faunas. Forest areas are potential to be the preservation areas and the economic sources to residents living around the forest. Revisiting the implementation, managing patterns, and utilization of forest resources in Pasuruan should consider three main series of economy and ecology problems. First there are many inevitable changes in forest economy aside from the policies made to improve the value of non-wood resources. Second, the economy benefits of forest only go to particular parties, while the residents have to get the disadvantage. Third, the policies, then and now, have created dependency of woods harvesting and resources needed to diverse the macro economy (Sumitro (2000); Everett (2001)). From the problems above, it can be concluded that there is a false perception towards the implementation and policies of forest management. The benefit taken by the forest management has been too high, while its disadvantage is abandoned. This false perception causes the policy makers care less to the sustainable and equitable forest preservation.

In recent decades, it seems that the local government is less successful to manage and take advantages from the forest resources, especially the one which involves the residents living around the forest. This is because the government

has not maximized the involvement of the residents as their partners. The residents are accused to be the actors of forest damaging and illegal logging. This fact leads the residents become more aggressive in solving the problems regarding to the forest. Meanwhile, the government tends to abandon the residents' needs by saying this is to save the country assets. The government gives authority to forest concession to manage the forest ((Hanani dkk, 2003;Moeljarto, 2003).

Seeing the phenomenon happens in Pasuruan, especially the one regarding to horizontal management of forest resources to enhance the partnership and accountability in Pasuruan, East java, the objective of this study is to describe the horizontal management of forest resources to enhance the partnership and accountability in Pasuruan, East java.

The enhancement of the partnership amongst the stakeholders (the local government) and Pesanggem farmers aims at running the horizontal management of forest resources. Therefore the partnership and accountability, especially regarding to problems in the field can be made. It is expected that problems, such as the role of the local government and Pesanggem farmers in the horizontal management of the forest resources, the responsibility of the forest managers, and the accountability of the forest managers can be defined clearly.

2. METHOD

The informants in this study were the stakeholders involved in the collaborative forest management between the Pesanggem famers and local government in Pasuruan, East Java. The study took place in *kecamatan*Lumbang, Bangil, and Kraton, Pasuruan. There were 49 subjects of the study; 39 *Pesanggem* farmers and 10 local governments involving in the forest resources management. The data were obtained by carrying out intensive interviews (with flexible questions) and field observations.

The data collection was done in two steps. The first step was the researcher met the stakeholders who involved directly to the management of the forest resource, so the researcher could get the real condition in the field. The second step was exploring, in which the researcher collected the data of the Pesanggem farmers and local governments' activities. In this step, the researcher could get data from the informant as well as obtain knowledge, understanding, concerns to the management and utilization of the forest resources. The data analysis was done by describing the role of the Pesanggem farmers and the local government in the horizontal management of forest resources to enhance the partnership and accountability in Pasuruan, East Java.

3. RESULTS

The horizontal management of the forest resources was one of the models of forest management involving the Pesanggem farmers (the poor living close to the forest) and the local government collaboratively to utilize the forest resources responsibly to preserve the forest and increase the residents' incomes. In this model of forest resources management, there were partnership structure, responsibility, and operational procedure within stakeholders, so each component involving in the forest resources management could actualize the partnership. The activities in the forest resources management aimed at renewing and fixing the management system, especially in the relationship of their role, responsibility, and economy sharing.

The activities in the forest resources management also aimed at improving the skill of the local government and Pesanggem farmers to preserve the forest in Pasuruan sustainably and equitably. The activities included sharing the authority and responsibility proportionally to build the forest resources sustainably and equitably, sharing the resources as well as the benefits, and taking risks regarding to the environmental damage.

In this era, the citizens tended to insist the local government to show their accountability through the agreements and rules that control the forest managers. Thus, this model was able to fulfill what they needed, especially the needs of the Pesanggem farmers and the local government to reach the authoritative goals efficiently.

The agreement and understanding of the forest managers to implement the accountability showed in the participation of the Pesanggem farmers and the local government in the forest resources management activities, such as planning, formulating, implementing, and evaluating. The further effect of such things was the Pesanggem farmers and the local government were able to access the accountability to wider citizens (not only the Pesanggem farmers).

The main principle of the activity in the forest resources management was fulfilling the duty and authority, namely ruling and controlling done by the Pesanggem farmers and local government. This became the determining factors of why the accountability in the Pesanggem farmers and local government went well. The table shows the model of forest

resources management made by the Pesanggem farmers and local government to enhance the partnership and accountability.

The mutual partnership among the Pesanggem farmers and local government in the forest resources management in table 1.

Table 1. Partnership among the pesanggem farmers and local government in the forest resources management

Responsibility	According to the skill	Sharing	Represented
Partnerships	v	v	-
Program Planning	v	v	-
Program Implementing	v	v	v
Program Resources	v	v	v

Partnership Structure

The partnership structure of the forest resources management amongst the Pesanggem farmers and the local government was expected to be able to develop the perspectives about the collaborative implementation to improve the accountability. This condition would remain conducive if each component kept focused in their duty, roles, and rights to reach the goals.

The findings showed at least three important points. First, there was an agreement in managing the forest resources regarding to the decision making made by the Pesanggem farmers and local government. Second, the different concerns of the stakeholders did not interrupt the public interest and the sustainability of the forest development. Last, there was a framework of forest resources management giving mutual benefits economically and ecologically.

4. DISCUSSIONS

As stated by Keohane and Duke (2002), there were 8 categories of accountability model in performing duties and roles. First, hierarchy accountability showed the characteristics of the stakeholders and accountability in the organization system. Second, supervisory accountability gave authority to a particular group of citizen to be the principle. Next, optional accountability pointed at whether the current leader would be chosen one more time in the future by the local people. Another category was funding accountability explained the mechanism of the funding agencies and sanctions from particular agencies received the funds. Fifth, legal accountability concerned on the demand of the obedience agents and they were insisted to justify their actions. Then, market accountability regarded to the special principles whose effects were reflected from the market and information presented. Seventh, participatory accountability was the result of the explanation of the professionalism and the local government actions. The last was reputation accountability, in which it was applied in the particular condition where the reputation has been well known by the public (Raba, 2006).

In the reformation era of forest sector, the involvement of the stakeholders in the forest resources management had to improve qualitatively and quantitatively. The findings of this research showed that the Pesanggem farmers and local government have showed their real participation, not only the ceremonial one. From the concept of the good local governance, as Newman said, this was the open model in which the participation was widely opened and it emphasized on the standardization and it applied non formal and formal accountability (Newman, 2011).

In this model of accountability, the role and responsibility of the local government and Pesanggem farmers were essential to solve the problem regarding to the lack of forest resources management models. This model was expected to be able to develop the forest sustainably and equitably as well as improve the acceleration in the social and local economy development. (Hidayat, 2004).

This model was also able to improve the partnership amongst the stakeholders, especially amongst the Pesanggem farmers and local government. The improved partnership was showed by the existence of the negotiation and compromise between the stakeholders. Thus, it was not the administrative and ceremonial decisions (Lee, 2003). Therefore, it was essential to understand the partnership concept regarding to the accountability of the local government and Pesanggem farmers. Moreover, the reformulating of accountability concept has to be done, by emphasizing on the partnership. The sustainability of the good partnership was ultimately needed in order to avoid weakening other groups. In addition, the Pesanggem farmers and local government had to understand each others' problems so that they could overcome it by themselves.

According to Roberts (2002), sharing between the stakeholders was essential to develop the responsibility system based on the personal institutions, accountability to authority, and responsibility to the principles and standards. Thus, as Putnam (2000) said, the social networking which made based on the mutual norms could form a social modal for the future partnership between stakeholders. It meant that sharing was one of the strategies needed to fix the problems which required the comprehensive solution done by the forest resources managers.

5. CONCLUSIONS

The horizontal management of the forest resources is one of the forest management models which enable the collaboration of the Pesanggem farmers and local government in planning, formulating, implementing, evaluating, and utilizing the forest resources responsibly to preserve the forest and enhance the local people welfare. The horizontal management is able to make the similar understanding and different interest. The forest resources management which gives benefits in the economy and ecology aspects could possibly make the sustainable and equitable forest development.

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