

**PARTNERSHIP BETWEEN THE CORPORATE SECTOR AND
LOCAL COMMUNITIES IN PROTECTED AREAS: THE
GUNUNG HALIMUN SALAK NATIONAL PARK CASE**

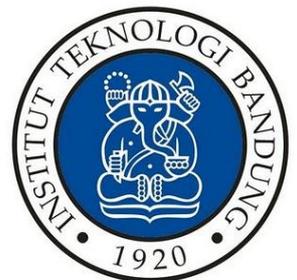
MASTER THESIS

**A thesis submitted in partial fulfillment of the requirements for
The Master Degree from University of Groningen and
The Master Degree from Institut Teknologi Bandung**

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Double Master Degree Programme
Department of Regional and City Planning
School of Architecture, Planning and Policy Development
Bandung Institute of Technology
And
Environmental and Infrastructure Planning
Faculty of Spatial Sciences
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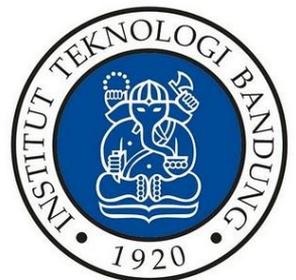
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Ir. Teti Armianti Argo, M.E.S., Ph. D (ITB)**



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**Development Planning and Infrastructure Management
Department of Regional and City Planning
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Abstract

The involvement of non-state actors in protected areas management through tourism partnerships can give positive contributions to protected areas and provides social and economic benefits to local communities. However, partnership in particular protected area does not say that such partnership will also give similar result in other time and place because every national park has unique condition. This situation also trigger the question how about partnerships in different sector, environment, for instance. The aim of this thesis is to examine current partnerships in the environmental sector between local communities and the corporate sector. Partnerships in environmental sector between the corporate sector and the local communities promise to support the Halimun's management because the Halimun needs assistance from other stakeholders although new problems may emerge from such partnerships. This thesis is based on qualitative analysis by interviewing key stakeholders as source of information and supported by secondary data which collected through online searching and visiting directly to interviewee's offices. This thesis concludes that the partnerships between local communities and the corporate sector in environment sector have been contributed to the Halimun's development. Some principles of good governance in protected areas were presented in such partnerships although challenges remain. Despite challenges are presented but partnerships are still necessary in the Halimun since stakeholders are needed each other to complement their capability.

Keywords: national parks, partnerships, the Halimun

Guideline for Using Thesis

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Acknowledgement

This master thesis is the requirement of graduation from the double degree master program of Environmental & Infrastructure Planning (RUG) The Netherlands and Development Planning and Infrastructure Management (ITB) Indonesia. In personal, I like an open space such as national parks. National park provides fresh air, clean water, and value of adventure for me. With this thesis, I feel very close to this area and known more about challenges in protected areas. I say Alhamdulillah to Allah SWT for blessing me a great live.

Writing such a thesis requires a lot of hard work and I cannot finish my thesis without assistance from others. This thesis would not have been possible without the support of several thoughtful and generous individuals. Foremost among those is my advisors, Constanza Parra Novoa and Teti Armiami Argo, who have provided tremendous insight and guidance on topics of protected areas. Interviewees in Indonesia also donated invaluable knowledge and time to my work.

In addition, I want to thank my wife Melinda and my daughter Ilma for their ‘dua’ and patience during my studies in Groningen. I also want to thank my whole family, especially my parents and father & mother in-law for their support during my studies of almost 3 years in Bandung and Groningen. Special thanks to all my friends, especially the members of Double Degree ITB-RUG 2010-2012 for sharing great moments in Bandung and Groningen. I had a great time with you all.

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Groningen, August 2012

Hermadi

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CHAPTER 1 INTRODUCTION

1.1. Background

Protected areas are used to protect ecosystem, research, and conserve natural resources for future generations. Stolton and Dudley (2010) provide evidences that benefits of protected areas are not only for biodiversity preservation but also include a wide spectrum of aims, ranging from water supply protection to tourism purposes. Successful planning and designation of protected areas depends on cooperative stewardship and the involvement of all stakeholders. This thesis will explore the role of stakeholders in protected areas of Indonesia mainly in Gunung Halimun Salak National Park (GHSNP) or the Halimun through partnership programs. It also examines the recent partnerships in this national park.

The Halimun has invaluable benefits for surrounding area and in order to enhance the benefits of the Halimun, stakeholders must create co-management partnerships. The co-management partnerships between stakeholders offer substantial promise as a way of dealing with natural resource-based conflicts and incorporating local knowledge into formal resource management (Castro and Nielsen, 2001 and Pomeroy, 1995). Stakeholders in any levels of government, scientists, NGOs, the corporate sector, and local communities are responsible for maintaining these areas through good partnerships and sustainable governance arrangements (Parra, 2010). Through co-management partnerships, all strengths from stakeholders can be combined to create synergy.

Co-management partnerships also promote awareness of the local communities and other stakeholders regarding a more sustainable use of natural resources, such as in the tourism sector (Pfueller et al, 2011) and enhance equity in common property resource management and social systems (Castro and Nielsen, 2001), increase cooperation and mobilization of local communities (Lockwood, 2009). On the other hand, based on Castro and Nielsen (2001), partnerships can create new conflicts or existent ones worsen. They also stated that partnerships may strengthen the state's control over resource policy, management, and allocation, as

well as marginalize indigenous communities. Another pitfall of partnerships is fragmented and undemocratic institutions and processes (Lockwood, 2009).

Study of sharing management between government and user resources has been discussed in several articles (Appiah, 2002; Castro and Nielsen, 2001; Elliott et al, 2001; Jentoft, 2005; Pomeroy, 1995; Pomeroy et al, 2001). Government is still a central actor in protected area management and cannot be separated from this area. Governments have responsibilities and also power to protect and regulate the sustainable use of natural resources for the well-being of the community as a whole. However, according to Affolderbach and Parra (2012), widespread social change and increased fragmentation have led to the reemergence of the concept of governance. The concept of governance made non-state actors also crucial to support management of protected areas.

In Indonesia, protected areas are regulated based on Law No.5/1990 (Natural Resources Conservation and Its Ecosystem). This regulation, only described issue of local people very superficially. Protected area management in Indonesia including national parks has not yet met social and economic needs of local people (Hartono, 2008). This is a major challenge for stakeholders in Indonesia and also all around the world in order to integrate social value in the designation and management of parks (Jepson and Whittaker, 2002). In addition, based on Law No.5/1990 and Law No.41/1999 (Forestry), the role of the corporate sector is not clearly defined as one of the important actors who can join conservation efforts. Regulations state that governments are still the main actor in protected areas. Whilst, Eagles et al. (2002) argue that the corporate sector has several strengths which are useful to help conservation because the government usually has limited resources allocated to the management of protected areas.

Therefore, this thesis focuses on partnerships between the local communities and the corporate sector in the management of Indonesian national parks with the Gunung Halimun Salak National Park (GHSNP) or called as the Halimun as a case study. This thesis is important for two reasons. First, local communities and the corporate sector can play an important role in the governance of protected areas. They can give either positive or negative influence on protected areas.

Therefore, government should be able to steer the local communities and the corporate sector in order to reach benefit sustainability of protected areas. Second, as Plummer and Armitage (2007) argue a partnership has little empirical evidence and lacks of evaluative experience and initiating an evaluation of this partnership is seriously important. This thesis focuses on Indonesia because this country counts with one of the highest biodiversity countries in the world and has a unique relationship among stakeholders.

1.2. Research Problems

In protected areas, the role of the corporate sector and the local communities are still limited. Usually, the corporate sector has been involved in national park management by building physical infrastructure for local communities or provides seeds for reforestation under the CSR (Corporate Social Responsibility) scheme, for instance. The corporate sector should be increased their social and environmental roles in society and responsive to stakeholder concerns (Warhurst, 2004). Kahindi (2011) concludes that the corporate sector needs to develop transformational engagement practices that move beyond symbolic engagement activities and maintain a good relationship with local communities.

The involvement of non-state actors in protected areas governance can be done through several activities, tourism, for instance. This activity proves that tourism can give contributions to biodiversity conservation and environmental management and increasing understanding of the values of protected areas and provides social and economic benefits to local communities (Pfueller et al, 2011). However, partnership in particular protected area does not say that such partnership will also give similar results in another time and place because as stated in Dearden et al (2005) every national park has a unique condition based on its context and can be better understood through a structured series of case studies. This situation also triggers the problem how about partnerships in different sectors, environment, for instance.

1.3. Research Objectives and Questions

The aim of this thesis is to examine current partnerships in the environmental sector between local communities and the corporate sector based on some good governance principles in protected areas (see Graham et al., 2003). The role of stakeholders in the Gunung Halimun Salak National Park (GHSNP) is also identifying to help government in managing national parks. Identifying the roles of stakeholders in the case study may give input for better management of the Halimun in the future. Furthermore, the partnership does not just happen without proper condition. The partnership needs several conditions before it implemented to guarantee for successful the partnership. Therefore, this thesis tries to describe conditions in current partnerships in the Halimun based on the theory of the successful partnerships.

In addition, recognizing the mechanism of partnerships in the Halimun is an important factor to improve effectiveness of the implementation of the partnerships. The establishment of this mechanism may support a good partnership in the Halimun. This thesis also attempts to explain the impacts of the partnerships in the environmental sector in the Halimun by interviewing key stakeholders. Impacts of partnerships in environmental sector can be either positive or negative for the Halimun's development.

Therefore, this thesis states that partnerships in the environmental sector between the corporate sector and the local communities promise to support the Halimun's management because the Halimun needs assistance from other stakeholders although new problems may emerge from such partnerships. This thesis explores the partnership in the environment sector because it has little evidence in the Halimun. From this point, the following questions follow:

1. What the conditions does the partnership between the corporate sector and local communities in the Halimun currently apply?
2. What the recent mechanism of partnership between the corporate sector and local communities' in the Halimun?

3. How and which are the impacts of partnership between the corporate sector and local communities in the Halimun?

Gunung Halimun Salak National Park (GHSNP) or called the Halimun is as a case study because this site has several private companies which operate in the surrounding area and has local communities who depend on the Halimun's Park as a source of income. The corporate sector has operated in energy, mineral water, and plantation industries. The Halimun has also unique ecosystems, among which the biggest rainforest in Java Island.

1.4. Research Significance

The world faces the decline sizes and qualities of protected areas either due to unsustainable human activities or natural factors. Although some evidence of protected area benefits has been declared but there are some challenges in protected area management. Many stakeholders have been involved in this area made it susceptible to conflict of natural resource use. One of the solutions to deal with conflicts is through partnerships between stakeholders. From partnerships we can learn how to deal with conflict with natural resources usage and it also can increase awareness of stakeholders to the environment. Some scholars have discussed about partnership in protected areas and provide suggestions for better management. However, most articles about management in protected areas have discussed the relationship between government and local communities and also issues around it. Even though other articles have deliberated about the relationship between the corporate sector and local communities they focus on surely one single issue such as tourism, for instance (see Pfueller et al, 2011; Eagles et al, 2002). Therefore, this thesis offers additional knowledge in non-tourism activities of the corporate sector-communities relationship in order to support the development of national parks.

This thesis has benefits for exploring national park management in Indonesia. As one of country with high biodiversity, Indonesia should discover innovation on protected areas management in order to keep these areas maintained. Several studies have been conducted in Indonesia for searching better protected area

management (see Alder, 1994; Elliott et al, 2001; Jepson and Whittaker, 2002). This thesis perhaps contributes to a new perspective in national park management in Indonesia. This thesis will also give feedback for the corporate sector to increase quality of their programs in the future in cooperation with local communities. Lesson learned from this thesis can be used as input for better partnerships in Gunung Halimun Salak National Park.

1.5. Research Methodology

In order to answer the research questions, collecting data in the field are required. This thesis is based on qualitative analysis which data collection can be categorized as primary and secondary data which can be obtained as follows:

A. Primary data

This data can be obtained directly by the researcher through visual observation and interview. The purpose of interview is to have a general description of the Halimun's Park. It also aimed to get pictures of stakeholder's perceptions about partnerships in protected area. Methods of interview are adopted from Kvale (1996).

Methods of Interview:

The purpose of the thesis is to describe partnerships in environmental sector between the community and the corporate sector in Gunung Halimun Salak National Park by interviewing key members of the target audience and/or influential stakeholders. The key members are central government (Ministry of Forestry) staffs, the local communities, the corporate sector, the Halimun's staff, and NGOs. Design interviews consist of three parts: the factsheet, the interview questions, and the post-interview comment sheet.

At the beginning of the interview, I introduced the purposes of the thesis, and put the interviewee at ease. My responsibility is to listen and observe the interviewee through a conversation until all of the important issues on the interview guide are explored. The next step is transcribing each interview session by writing out each question and response using the audio recording. The interviewer's side notes

should also be included in the transcription, and properly labeled in a separate column or category.

Analyzing the interview involves re-reading the transcripts to identify themes emerging from the interviewees' answers. I used my research questions and design to organize my analysis, in essence synthesizing the answers to the questions I have proposed in previous section. After analyzing the interview, verify the result by involving checking the credibility of the information gathered and a method called triangulation is commonly used to achieve this purpose. Triangulation involves using multiple perspectives to interpret a single set of information. Finally, the results of the interviews are presented in thesis; this thesis should describe not only the results, but also recommendation for policy in protected area management and future research.

B. Secondary data

Secondary data was collected through visiting directly stakeholder's office such as Ministry of Forestry office, the Halimun's office, Bogor and Sukabumi Municipalities, representative of the corporate sector and NGOs offices. It's also done by searching related material from other researchers through internet. So, the collection of secondary data is through both literature review and visiting directly. The secondary data used in this research include: information from reports or journals about partnerships study, related case study reports, maps, law documents and so forth.

Figure 1 on page 8 describes the analytical framework of the thesis.

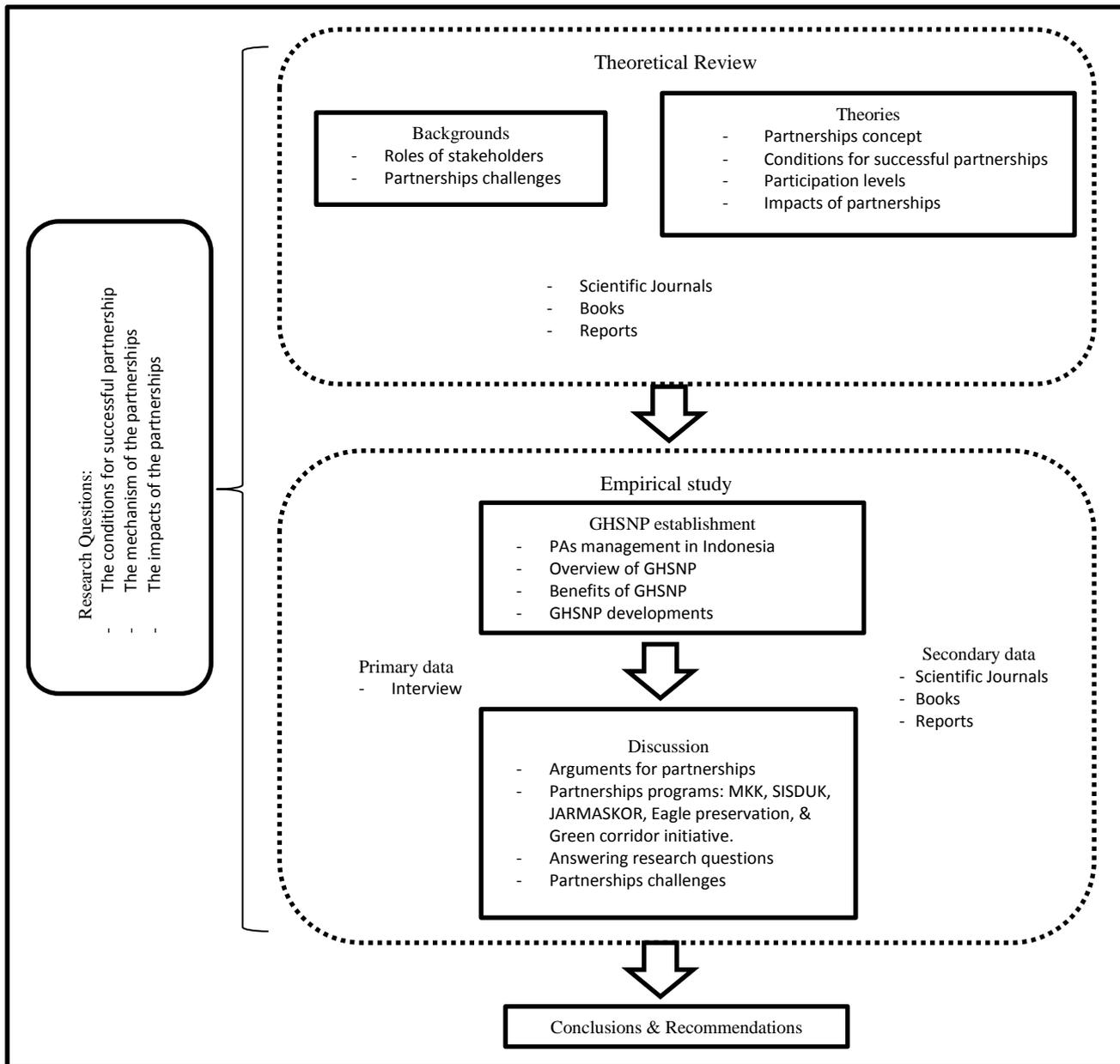


Figure 1 Analytical Framework of the Thesis (Source: author)

1.6. Structure of the Thesis

This thesis will consist of five chapters. Aside from chapter one that has been presented, the content of the other chapters can be described as follows:

Chapter 1: INTRODUCTION

This chapter presents the background of thesis, problems, research objectives and questions, significance of this thesis, methodology, and structure of the thesis.

Chapter 2: THEORETICAL REVIEW

This chapter explores the concept of partnership and its components in protected areas by discussing literatures from previous studies. This discussion is expected to be the basis to analyze the partnerships case in the Halimun.

Chapter 3: THE HALIMUN'S PARK ESTABLISHMENT

This chapter focuses on the history of protected areas management in Indonesia including development of the Halimun. Overview of the Halimun and its benefits also describes in this chapter.

Chapter 4: THE HALIMUN'S PARTNERSHIPS

In this chapter, an overview of the findings of the study cases is given. Study case in the Halimun is explored and explained in relation to the partnership in national parks.

Chapter 5 CONCLUSIONS AND RECOMMENDATIONS

The last chapter provides conclusions of this thesis, reflections and extracting some recommendations for policy and further study.

Figure 2 in page 10 is research structure of this thesis;

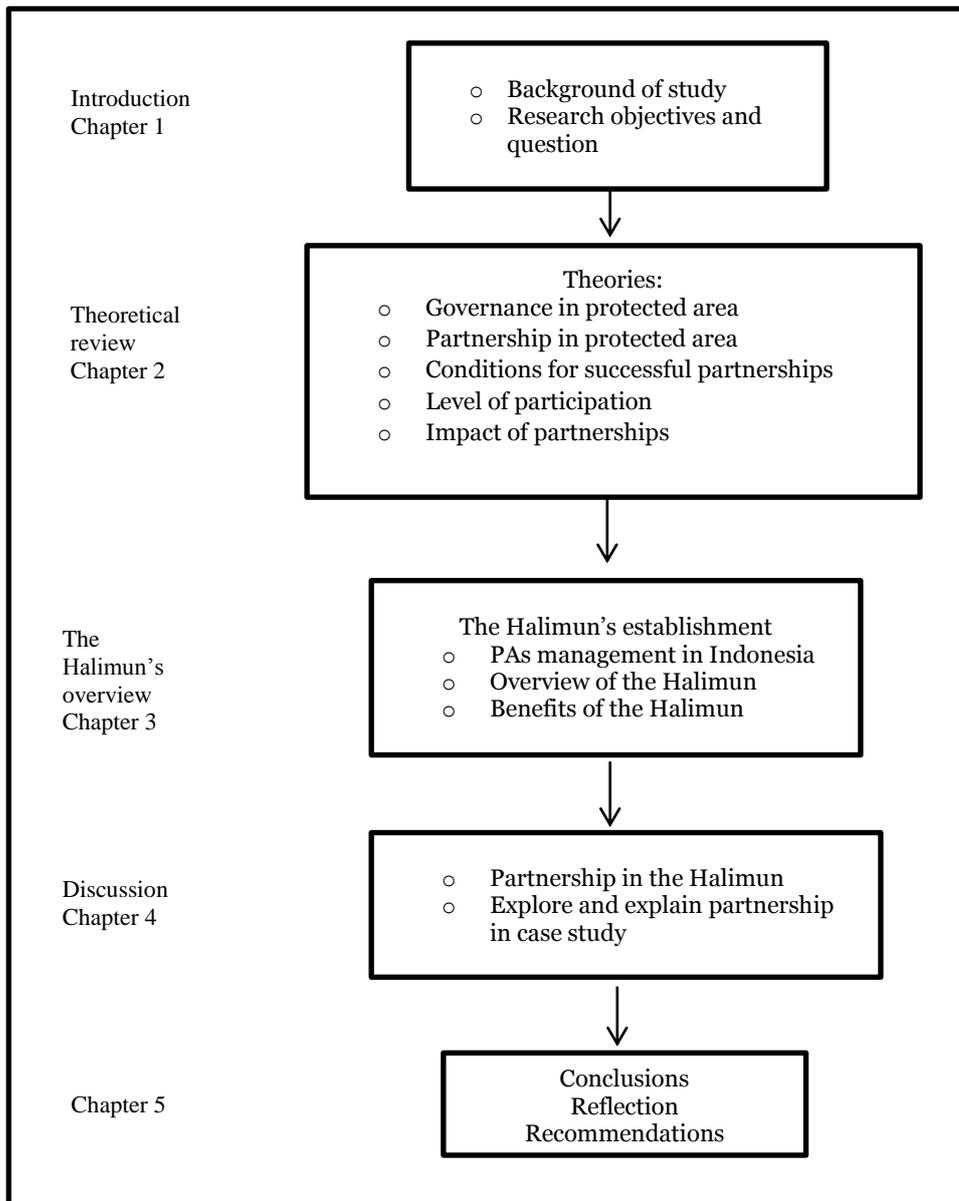


Figure 2 Research Structure (Source: author)

CHAPTER 2 THEORETICAL FRAMEWORK

2.1. Introduction

Recently the term governance is being increasingly used in development literature (see Parra, 2010; Lockwood, 2009; Armitage and Plummer, 2010; Graham et al., 2003). Global change in any sector of development including environmental studies has led to emerge of governance concept (see Affolderbach and Parra, 2012). In particular, Graham et al. (2003) propose several principles of good governance in protected areas. These principles could be used to examine the governance arrangement in protected areas through partnership activities. This chapter discusses the governance by focusing on partnerships in protected areas. It is also trying to understand the partnerships and its factor that support success of the partnerships.

This chapter is divided into seven sections, including this introduction as the first. Section 2.2 observes governance in protected areas and several principles to examine partnerships in the Halimun's park. Section 2.3 presents an exploration of partnership concepts in protected areas from literature studies. Section 2.4 will describe the level of participation which applies in protected areas by adopting the theory of participation from scholars. Section 2.5 tries to discover what the pre-conditions for success of partnerships are. Section 2.6 explains about the impacts of partnerships in protected areas by presenting lessons learned from literatures.

2.2. Governance in Protected Areas

Governments face challenges in environmental issue including management of protected areas. In most environmental issue, government is no longer considered the sole or even main source of environmental decision-making authority (Armitage and Plummer (Eds.), 2010; p.295). Thus, a concept of governance has been adopted to overcome these challenges (Affolderbach and Parra, 2012). Governance provides a concept that discusses the role of government and the contribution of other actors to deal with issues in protected areas. The idea of participation of stakeholders in protected area management is not new. In fact, it

has been developed since the 1960 in South Asia, including Indonesia (see Pomeroy, 1995). Pomeroy (1995) argued that the idea of increasing commitment of governments to policies and programs of decentralization and community-based resource management was emerged since 1960. Governments play an important role in protected area management but the success of protected areas will be determined by to what extent the governments involve other stakeholders. Another trend in protected area management is also the increasing involvement and participation of local communities (Enengel et al, 2010). Challenges in protected area management are not only just an activity of the government but also non-government actors. Involvement of non-state actors may enable social learning, stimulate environmental awareness, and build sustainability from alternative forms of expertise and grounded theory (Parra, 2012 cited in Affolderbach and Parra, 2012; p.17).

In 1948, states and NGOs over the world have been created an international organization, IUCN (International Union for Conservation of Nature), to conserve nature and to ensure the utilization of natural resources is equitable and sustainable. The IUCN release definition of protected areas and its categories. In protected area managements, there are six management categories which defined by the primary management objective (Dudley, 2008). The categories of protected areas can be seen in Table 1.

Categories	Protected Areas	Purpose
Ia	Strict nature reserve	Protected area managed mainly for science.
Ib	Wilderness Area	Protected area managed mainly for wilderness protection
II	National park	Protected area managed mainly for ecosystem conservation and recreation
III	Natural monument or feature	Protected area managed for conservation of specific natural features
IV	Habitat/species management area	Protected area managed mainly for conservation through management intervention
V	Protected landscape/seascape	Protected area managed mainly for landscape/seascape conservation and recreation
VI	Protected area with sustainable use of natural resources	Protected area managed mainly for the sustainable use of natural ecosystems

Table 1 Categories of protected areas (source: Dudley, 2008; p.13-23)

Furthermore, there were several governance strategies in protected areas proposed by scholars with advantages and disadvantages to deal with the central oriented governance approach. According to Graham et al. (2003) and Dudley (2008), there were four types of governance in protected areas; governance by government, shared governance, private governance, and governance by indigenous people and local communities. The first type is characterized by dominant the role of government in maintaining protected areas. In some cases, government delegate tasks to others such as creation of management planning document in participatory way. Shared governance is characterized by sharing authority and responsibility among stakeholders in equal perspective. While the other two governance types are mainly managed by private or local.

Graham et al. (2003) provide several principles of good governance in protected areas. Some principles of good governance are used in this thesis to discuss the partnership in the Halimun. Implementation of some principles of good governance in the Halimun's may increase awareness of stakeholders to partnerships which perhaps lead to better partnerships in the future. A good partnership in the Halimun might also support good governance in this area. The principles are presented in Table 2.

The Five Good Governance Principles	The UNDP Principles
1. Legitimacy and Voice	<ul style="list-style-type: none"> ▪ Participation ▪ Consensus orientation
2. Direction	Strategic vision, including human development and historical, cultural and social complexities
3. Performance	<ul style="list-style-type: none"> ▪ Responsiveness of institutions and processes to stakeholders ▪ Effectiveness and efficiency
4. Accountability	<ul style="list-style-type: none"> ▪ Accountability to the public and to institutional stakeholders ▪ Transparency
5. Fairness	<ul style="list-style-type: none"> ▪ Equity ▪ Rule of Law

Table 2 The Five Good Governance Principles in PA's (Source: Graham et al., 2003; p.ii)

2.3. Understanding Partnerships in Protected Areas

History of protected areas management starts in more top-down approach (Kleemann and O'Riordan, 2002). This model made government as important

actors in managing protected areas with less involvement of other stakeholders. Recently, this condition has changed. Increasing several change values in social issue: understanding of human rights, awareness of local communities, democratization, decentralization issue and social political economic situation are trigger a growing awareness of stakeholders' involvement in natural resources management (Lockwood, 2009). In addition, Affolderbach and Parra (2012) argue that environmental problems and negative effects of human activity on the natural environment forced for new forms of governance.

The notion of co-management partnerships in protected areas emerged given the limitations of the conventional top-down approach (see Armitage and Plummer, 2010). Several limitations of top-down approach, susceptible to conflict for instance, made management of protected areas were inappropriate. Furthermore, since systems of protected areas include multi-interest that interacts across multiple levels, a single organization will have difficult to accomplish changes if not firmly connected to other organizations and actors within this region (Olsson et al, 2010). In addition, as stated in Googins and Rochlin (2000), major trends emerging toward the end of the 20th century are giving rise to a partnership society, for example the decreased role of government. Today, there has been a global trend in natural resource management to move from top-down national government control to more inclusive participatory multi-level and cross-scale governance in response to the ineffectiveness of traditional measures (see Lemos and Agrawal, 2006).

Furthermore, in natural resources management, Borrini-Feyerabend et al (2004) provide various ranges of co-management partnership terminologies which describe the relationship between two actors. The main idea of these terminologies is basically similar. This thesis selects definition of co-management partnership from Borrini-Feyerabend et al (2004) because this term applies in natural resources management including protected areas. The term of co-management is '*a partnership by which two or more relevant social actors collectively negotiate, agree upon, guarantee and implement a fair share of management functions, benefits and responsibilities for a particular territory,*

area or set of natural resources' (Borrini-Feyerabend et al., 2004: p.69). For simplification, co-management partnerships in this thesis may be written as only partnerships.

Partnerships could be a solution to deal with protected areas degradation. Over the past few decades, partnerships have become a widely adopted vehicle for corporations and communities to work together to address social issues (Googins and Rochlin, 2000). The environmental field is one of the sectors where these partnerships are becoming reality. Mainly in developing countries where social challenges are high, partnerships are transition to facilitate conflict among stakeholders. Moreover, the partnership allows other stakeholders to participate in protected areas management. The role of government in this sector is still important although in the partnerships, involvement of other stakeholders is inevitable. The reason is government can ensure a more equitable distribution of natural resources benefits for whole societies. However, in specific cases like in the Morvan (Parra, 2010) the new form of management may fail to bring more sustainable development which contradict with the purpose of multi-management.

2.4. Level of Participation in Protected Area Management

Some principles of good governance in protected areas are participation and fairness (see Graham et al., 2003). Participation and fairness may support realization the criteria of good governance in protected areas. Participation means all stakeholders should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their intention. Fairness may refer to mechanisms for sharing decision-making with stakeholders (Graham et al., 2003). In natural resources management, partnership arrangements can be classified into five broad types according to the role of the government and resource users. This classification was adopted from Sen and Nielsen (1996) article, as shown in the Figure 3. This classification describes the level of participation and decision making in protected areas management. It is useful for determining the involvement of stakeholders in the Halimun's partnership. Several partnership types can be described as follows (McCay, 1993 and Berkes, 1994 *in* Sen and Nielsen, 1996):

- i. Type A: Instructive: There is only minimal exchange of information among stakeholders. This type of partnership allows power actor to steer others in decision making although there was dialogue among them.
- ii. Type B: Consultative: It is possible for power actor to consult with local communities but all decisions are taken by power actor.
- iii. Type C: Cooperative: This type of partnership is where stakeholders cooperate together as equal partners in decision making.
- iv. Type D: Advisory: Local people advise the powerful actors of decisions to be taken and they endorse these decisions.
- v. Type E: Informative: Power actor has delegated authority to make decisions to local people.

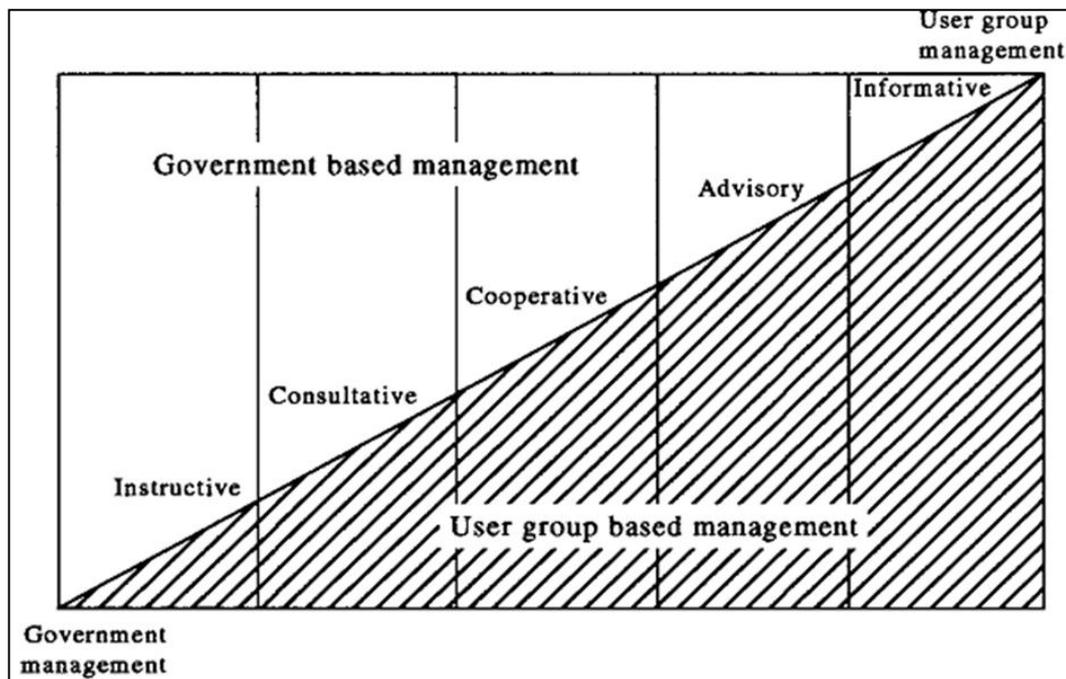


Figure 3 Spectrum of co-management arrangements in natural resources
(Source: Sen and Nielsen, 1996; p.407)

Furthermore, in order to find appropriate literature on participation, this thesis also explores the journal article that discussed participation levels, Arnstein (1969). This article can be said as the old one that proposes the idea of participation levels. Many articles in participation topic also refer to this article. Arnstein (1969) defined partnership as '*real participation that power is redistributed*

through negotiation between citizens and power holders' (p.221). Stakeholders agree to share planning and decision-making responsibilities through such structures as joint policy boards, planning committees and mechanisms for resolving impasses. A diagram of such typology can be seen in Figure 4:

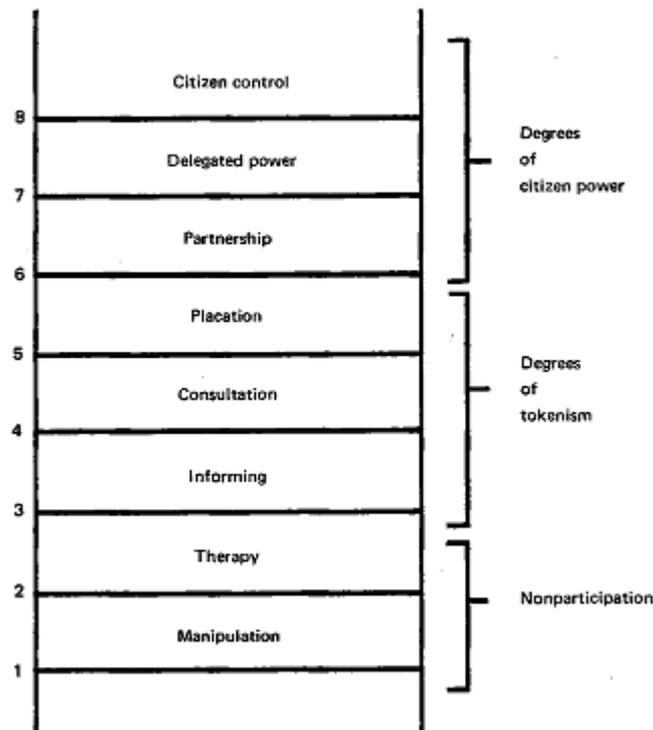


Figure 4 Eight Rungs on a Ladder of Citizen Participation (Source: Arnstein, 1969; p.217)

Both diagrams can be used to analyze in what level of participation and decision making of partnerships in Halimun's based on interviewees' information. This section aimed to explain about the participation level in protected areas by comparing both diagrams based on their characters. According to Arnstein (1969) and Sen and Nielsen (1996), both diagrams may have similar pattern. For example, manipulation in Arnstein's diagram is related to instructive in Sen and Nielsen (1996) because there was limited exchange information that power holders can manipulate others. Although there was local involvement but they just informed and the decision was going to power holders. This similarity may apply in others level between Arnstein's (1969) and Sen and Nielsen (1996)

diagram. In essence, theories of participation which used in this thesis may reveal what level of participation actually that practiced in the Halimun's partnerships.

2.5. Pre-conditions for Successful Partnerships

Partnerships depend on certain conditions to be successful. Effective and intense communication among stakeholders is essential in the partnership process. Compensation programs such as economic and political incentives may feature important in the partnership process (Armitage et al, 2008). In addition, Googins and Rochlin (2000) proposed steps which can boost good partnerships; defining clear goals, obtaining senior level commitment, engaging in frequent communication, assigning professionals to lead the work, sharing the commitment of resources, and evaluating progress/results.

In the geo-social south countries like Indonesia, the capacity of human resources is still limited where low levels of education, high number of people living under poverty condition, and low level of health are still problems. These situations can lead to lack of awareness about natural resource degradation and high dependence on it. Therefore, an activity that empowers local communities is required to reduce access to natural resources. The empowerment may produce robustness of the partnership system because it's improves communication and reduce internal conflicts (Jentoft, 2005). This empowerment is crucial to share in the responsibility of biodiversity conservation and management, the maintenance of ecological processes, and the development and practice of sustainable resource management (Thackway and Olsson, 1999). For example, in the agricultural sector, Appiah (2002) suggests that for success, partnerships must be based on local cultural traditions and provide room for communication. Appiah (2004) also argues that enhancing the local communities' ability to meet their basic livelihood requirements is likely to support more sustainable partnerships. This suggests the design of economic incentives such as food aid, subsidized agricultural inputs, provision of seed crops and ensuring a market for their commercialization. Other activities that can be considered to empower local communities are environmental education, alternative livelihood training, and to encourage participation of communities. In addition, before the corporate sector and local communities

cooperate, the condition of socio-economic must be improved through familiarization, education programs, and community development programs (Alder et al, 1994).

Pomeroy et al. (2001) review some issue to build successful partnerships in Asia. They identify three spatial levels: supra-community level, community level, and individual or household level. At the supra-community level, the government plays an important role in establishing legislations and policies for a successful co-management. Government should regulate the relationship of stakeholders, local communities and the corporate sector, through supportive regulation. Other actors that could support a successful of partnerships are external agents such as NGOs, universities, and religious organizations. They can provide valuable assistance to local communities through financial aid, training, and logistic support.

At the community level, clearly defined boundaries and membership is required to help stakeholders to know their responsibilities and to ensure the benefits go to member of the partnerships. Furthermore, there were many conditions at the community level that support a successful partnership; participation, leadership, empowerment, capacity building, community organization, long term support of government, adequate financial sources, accountability, conflict management mechanisms, clear objective of the partnerships, and integration of local knowledge. These conditions at the community level are intended to support the locals to increase their capacity. Perhaps with the increasing capacity of the locals, equal level with others can be achieved. This is important to ensure partnerships that will be based on equality terms among stakeholders.

At the household/individual level, Pomeroy et al. (2001) argue that to encourage participation of local communities in partnership, economic and social incentive must be established. Incentives become one aspect that can give greater influence to the partnership process because usually local communities live in depressed conditions. Additional income, for instance, will encourage local communities to set involved in partnership programs. In essence, benefit from the partnerships must be clarified for local communities to sustain their motivations.

Partnerships between local communities and the corporate sector are likely to be success where the interests and aspirations of the stakeholders are considered and acknowledged (Thackway and Olsson, 1999). This can be done encouraging stakeholders to be responsible with their tasks. Mutual understanding among stakeholders should grow through this process. Benefit of partnerships in the long term and having secured of properties, such as financial incentives are critical aspects to motivate local communities to get involved in partnerships (Castro and Nielsen, 2001). These conditions do not only apply for local communities but also for firms that want to secure their properties, capital or building for instance and maintain a good relationship with the local people.

Lesson learned from previous paragraphs concluded that there exist many conditions that support a successful partnership implementation. In Halimun's park case, I use several conditions for success of partnerships based on Pomeroy et al (2001) to examine the partnerships in this park. I select Pomeroy's classification on successful pre-conditions of partnerships because Pomeroy's article provides a complete level of successful partnership, from supra to individual level. In addition, this article addresses also in Indonesia case. Therefore, it gives a similar context in social, politic, and economy between Pomeroy's article and Halimun's park as a case study.

2.6. Impact of partnerships

A partnership definitely has an impact on stakeholders or protected areas either positive or negative impact. Unfortunately, there is limited study about impact on partnerships in the environmental sector mainly in the Halimun. Most studies on partnerships impact in protected areas were resulted in the tourism sector. This thesis uses tourism sector as an example of the partnership's impacts by describing studies in Indonesia. In addition, partnerships experience studies from Castro and Nielsen (2001) and Pfueller et al. (2011) are presented. Perhaps the lesson learned from these literatures can be used to compare the impact of partnerships in Halimun's park.

In negative impact, Walpole and Goodwin (2001) note that tourism partnership can cause local inflation which lead to high costs of consumptions in Komodo National Park, Indonesia. Visitors who mainly from Western countries were also dress inappropriately such as in the beach which contradicts with traditional values which still maintain Eastern values. In addition, partnership in tourism can also reduce waste, energy and resource use (Pfueller et al, 2011). The more visitors come, the more resources must be provided to serve them. These impacts are become new challenges in the site and it needs another solution. While Castro and Nielsen (2001) argue that partnerships can trigger new conflicts or cause the old ones to become more complex. They also note the partnership may not be power sharing but the strengthening of government control over resource which lead to disregard local communities' interest. While Borrini-Feyerabend et al (2004) argue that the main challenges of partnership are transaction costs which must provide in the early stage of partnerships: investments of time, financial, and human resources. In addition, high commitment among stakeholder may hard to achieve.

On the other hand, the partnership in the tourism sector has been experienced in a high number of visitors and it gives benefit to the local economy (Walpole and Goodwin, 2001; Pfueller et al, 2011). Pfueller et al (2011) conclude that a partnership in tourism could contribute to support conservation and environmental management, and increase the understanding of protected area values. In addition, the partnership offers decreasing conflict between stakeholders because there was mutual understanding among stakeholders (Castro and Nielsen, 2001). They also argue that the most benefit of partnerships may lie in integrating local knowledge into management. This happens because of high appreciation on local values and respect to the community which lead to exchange knowledge between local and science. Borrini-Feyerabend et al (2004) say that partnerships may recognize varieties of interests and concerns in natural resources and sharing power among stakeholders.

2.7. Conclusion

Application of some good governance principles in protected areas may reveal the role of stakeholders. The role of the states is still an important since they have power to maintain the protected areas. However, as problems and challenges become bigger, the states cannot handle these challenges alone. They need assistance from non-state actors. Involvement of non-state actors may support good governance principles in protected areas through governance arrangements. The partnership is considered as one of governance arrangement. The partnerships among stakeholders may encourage better natural resource management. In order to reach successful of the partnership, several pre-conditions before implementing the partnership are must be accomplished. Determining the impacts of the partnerships is also important as an opportunity to learn something from this process. Continuity of the learning process can also increase the capacity of stakeholders. As a result, the real 'partnership' and high level of participation may be achieved.

CHAPTER 3 THE HALIMUN'S PARK ESTABLISHMENT

3.1. Introduction

Management of the Halimun's park cannot be separated from culture of policy in national government level. In the past, Indonesia has been known as centralistic country where policy in any development sector was proposed by central government including environmental sector. The government prefers to accelerate economic development in natural resources management with less attention to ecology perspective. As a result, balance in the environment was disturbed. Some reasons why management of natural resources has challenges are identified by looking history of natural resources management in Indonesia.

This chapter has structure the following: in section 3.2, this thesis tries to understand more about protected areas management in Indonesia. This part is important to describe basic challenges in natural resource management at the policy level. Section 3.3 continues with the discussion about the development of the Halimun's park. Description of the area is presented in this section by regarding the history of the Halimun's establishment and its benefits.

3.2. Protected Areas Management in Indonesia

Protected area management in Indonesia was complex and interrelated with others challenges. In the past, the national government led the management of natural resources. Santosa (2008) identifies that policies in managing natural resources and the environment were massive and exploitative. The national government tries to exploit natural resources in order to obtain financial benefits mainly from the mining and forestry industries. In addition, centralistic approach was very strong in decision making and the policies must be followed by sub-national government institutions (provinces, municipalities, and districts). This condition may imply an inappropriate regulation in the local context which has different social and economic circumstances. Another weak point in establishing policies in the past, as stated in Santosa (2008) was the sectoral approach where each sector only considered their own interest without cooperating with others. This situation can

trigger overlap in natural resources management. In sum, there was no integration of policies in natural resources management.

In the forestry sector, the government of Indonesia plays an important role in regulating the protected areas management through Law No.5/1990 (Natural Resources Conservation and its Ecosystem) and Law No.41/1999 (Forestry) and providing resources to maintain it. However, based on Santosa (2008), Indonesia has not fully adopted the IUCN categories of protected areas (see Dudley, 2008). Santoso (2008) argues that the IUCN categories were based on developed countries' perspectives which may lead to inappropriate implementation in developing countries like Indonesia. Hartono (2008) also argues that national parks in Indonesia did not meet requirements of the IUCN's categories. In other word, national parks in Indonesia are not similar to the IUCN definition. In addition, if we look these laws, it is clear that the approach used in this regulation was top-down where government directed non-state actors' activities. This situation may imply to design of policy or action in the future. Law No.5/1990 and Law No.41/1999 were the product of Indonesian's spatial planning culture which tends to be a more top-down approach. This statement is in line with Kleemann and O'Riordan (2002) observation on the fact that even today, many biodiversity management cultures have developed from a history of top-down policy relationships with the local level of governance.

Moreover, Indonesia government has established Ministry of Forestry since 1984 to maintain the forest. There are seven agencies under the Ministry of Forestry and each agency has different responsibility. The protected areas are responsible of Forest Protection and Nature Conservation (FPNC) or *Perlindungan Hutan dan Konservasi Alam* (PHKA) agency. The budget for the protected areas is around 30% of total budget for Ministry of Forestry (IDR 4.026 trillion) or around €110 million (Statistic, 2010). This budget is the second biggest of total budget after the agency of Land Rehabilitation and Social Forestry (LRSF) or *Rehabilitasi Lahan dan Perhutanan Sosial* (RLPS) which reach 35%. In human resources, statistic (2010) shows that PHKA agency has 8,551 staffs. In other word, it is count 48.5% of total number staff in the Ministry of Forestry. This data describes that

the commitment of the Ministry of Forestry to maintain the protected areas is quite good. However, challenges in management of protected areas are also high. In external challenges¹, Ministry of Forestry faces degradation of the areas because of the plantation industry, palm oil, for instance. In addition, conflict in land use with local communities has long been existed in several protected areas including the Halimun's park.

Furthermore, as a developing country, Indonesia is still trying to improve human capital. In the past, human resources of both central and local governments were low which led to degradation of natural resources (Santosa, 2008). They have low skill in natural resources management. In addition, government tends to be less transparent, irresponsible, and non-participative. Thus, the interest of others was not accommodated which prevent stakeholders to get further involved. Conflicts among stakeholders also add challenges and problems in natural resources management. Usually conflicts between the local and central government relate to different perspectives in managing natural resources. In the case of protected areas, the local government cannot get further involved because the authority of this area is under the control of national government. This condition creates gaps between the local and national government which cause to ineffective communication and unsatisfied cooperation among them (Parra, 2010). At the community level, the central government has also conflicts with local residents around the area. Conflict in land use has been long happened in some protected areas in Indonesia. The conflict was triggered by unclear border of protected areas and right access to the land. Usually, in Indonesia, the local residents have been established before protected areas arrangement. In addition, less involvement of local communities in designing of protected areas produces no recognition of the area from the local. Though, they still access to the area to fulfill their daily life such as land for agriculture or hunting.

Therefore, a paradigm change in natural resources management is required to hamper degradation of natural resources. Recently, Indonesia starts to steer this transformation through new regulation. This regulation aimed at bringing change

¹ <http://konservasiwiratno.wordpress.com/tantangan-pengelolaan-taman-nasional-di-indonesia/> accessed on 29 July 2012

in protected areas management, from single to multi-stakeholders. From a policy perspective, the national level has strategies to manage natural resources through policy creation. In the era of New Order (1966 – 1998), Law No.5/1990 states that ecosystems are the first priority of natural resources management while other sectors were not taken into account. This law still applies in natural resources management in Indonesia. This argument is in line with the central government interviewee statement. He says; *'recent regulation was restricted for only protection without considering interest of other stakeholders'*. In addition, that national regulation did not consider the interests of future generations. However, in Law No.41/1999, there was begun to change in paradigm of natural resources view mainly forestry sector. Environmental, economic and social became major concerns in managing natural resources. This can be said as integration development in national strategies. This regulation also consider the impact of natural resources activities which influence climate change issue, social, ecology, and economy for recent societies and future generations.

Although new law was released, in practice, it was not easy to maintain protected areas because limitation of national government to cover whole protected areas. In addition, degradation of the protected areas still occurs in some region. To maintain the benefits of protected areas, it is necessary to involve non-state actor in protected areas management. Therefore, in 2004, there was a new rule which released by the Ministry of Forestry regarding partnerships. This rule is Ministry of Forestry decrees No P.19/Menhut-II/2004 about collaborative management which expected to increase effectiveness of protected areas management. In addition, this rule was seeked that the advantages of protected areas were used to increase the level of welfare of societies.

However, the implementation of P.19/Menhut-II/2004 was not properly done because some conflicts were still occurred in several protected areas. According to Tachir Fathoni (2006 cited in website of WWF Indonesia)², effective and efficient partnerships in the management of national parks have not been yet understood by managers and other stakeholders. Stakeholders have different perceptions and also

² [http://www.wwf.or.id/?2880/](http://www.wwf.or.id/?2880) accessed on 27 June 2012

park managers, thus it is hard to consolidate shared perspectives among stakeholders because each actor views protected areas based on their own interpretation. Another problem is no clear plan on partnerships although decree of partnerships was released. This is because funding and human resources in protected area are insufficient and not well integrated.

3.3. The Development of the Halimun's Park

Before Gunung Halimun-Salak National Park (GHSNP) established, this area has been long story of forest management since the Dutch government in the colonial era (1800 – 1941). Based on Hartono et al. (2007), history of this park can be presented in Table 3. In 2003, coverage of the Halimun has been increased almost three-fold from 1924. High coverage of the park in 2003 is followed by increasing number of conflict with local residents.

Year	Milestones
1924 – 1934	Forest protection under the Dutch government with coverage 39,941 ha
1935 – 1961	Transition authority between the Dutch government and early Indonesia government
1961 – 1978	Sanctuary status under PERHUTANI public company region of West Java
1979 – 1990	Sanctuary status under management of Sub-BKSDA West Java I office
1990 – 1992	Sanctuary status under Gunung Gede-Pangrango National Park office
1992 – 1997	National park status under Gunung Gede-Pangrango National Park (GGPNP) office
1997 – 2003	National park status under Gunung Halimun National Park office (Echelon III)
2003	Establishment of Gunung Halimun-Salak National Park (GHSNP) with coverage 113,357 ha

Table 3: The History of the Halimun (Source: Hartono et al., 2007; p.6)

Establishment of the Halimun faces challenges mainly from stakeholders who had a role in this area. Although some efforts have been done to reduce conflict, the implementation of natural resource regulations is still far from reality. History of the Halimun's development cannot be separated from the political context in 2003 where a process of decentralization is still on-going. Central government did not fully adopted spirit of decentralization which allows transfer of power. Less involvement of the local government in the establishment of the Halimun leads to boundary conflict with Bogor, Sukabumi, and Lebak Municipalities. One staff of the local government says; *'unclear border between the park and the local region triggers other problem such as land use conflict and forest encroachment'*. As

stated in document of the Halimun's office (2007), the basic problem of the park is insufficient coordination among stakeholders. Each institution in this area is only concerned by its task without considering others, incorporating lead to problems such as degradation and poverty issues were unhandled properly.

At the local government level, both Sukabumi and Bogor Municipality argued that a problem of boundaries is basic in the Halimun. This problem must be solved in the future even though they agree to support the Halimun. They suggested that integrated development between local region planning and the Halimun's planning is required. In addition, all stakeholders agree that the Halimun will face high pressure from human activities as population increases with limited natural resource. Therefore, good governance through partnership among stakeholders is essential, if not, one interviewee from the Halimun's office said that the park will disappear. The Ministry of Forestry already released regulation related to multi-stakeholders management in national parks (P.19/Menhut-II/2004). This decree mandates that management of the Halimun's area is responsibility of various stakeholders. However, implementation of such regulation is not easy because of institutional egos, lack of capacity, and misunderstanding of the Halimun's benefits.

Similar with the local government argument, other stakeholders such as representatives of the corporate sector and NGO did not participate fully in the development of the Halimun. The establishment of the Halimun was top-down and others were likely less involvement in this process. Local communities were also excluded from the decision making process. This may be caused by less accountability from the beginning of the Halimun establishment. In addition, public cannot access freely the information of the Halimun's and lack of communication and coordination among stakeholders. This condition produces conflict in the Halimun. At the national level, this condition is exacerbated by no sufficient indicators and targets for protected areas development, mainly in national parks (Hartono, 2008).

About the future of the Halimun, opinions of interviewees were different because backgrounds and knowledge's among interviewees are not similar. At central

government level, one interviewee said: *'the realization of national park management faces challenge in limited utilization of the park and strict regulation.'* National parks are used only for protection without considering interests of other stakeholders. Therefore, authority needs a policy reform from top-down to multi-stakeholders approach. This occurs because there was a change of paradigm in policy with the reformation era in 1998 in Indonesia. Interviewee argues that the Halimun cannot be managed only by a single institution. It needs active participation from others, mainly from the local people and actors of the surrounding area in order to foster sustainable development.

The role of the local government in this thesis was observed through the experience of two municipalities, Bogor and Sukabumi. Both municipalities argue that their role was limited in the Halimun area since there is unclear boundary between the local and central government. In addition, the local government cannot get further involved in the national authority like national parks. The local governments feel that the Halimun is not their full responsibility and relationship between the local government and the Halimun office was limited. Limitation of funding of the local governments is also reason that they cannot participate actively in the Halimun development.

Moreover, in order to preserve the Halimun's park, all interviewees has claimed that they have been involved in the conservation of the national park. Involvement level is different among stakeholders depending on their competences. At the government level, both central and local, they are responsible for regulations to protect national parks. Several regulations were released to manage, use and protect natural resources. Spatial planning and empowerment of local groups' policy are an example of the Halimun preservation effort. This policy aimed at reducing local community's access to the national park area. However, active participation of local government was limited. They only involved in joint patrols to control illegal logging or attend a consultation forum. While non-government actors involved directly in the preserve of the park through several activities, such as restoration of species and forest. Some interviewees such as the local people and private sector claim that they have been doing preservation in this area before

and after the Halimun's established. But, the form of participation from the local communities and the corporate sector were only physical such as forest restoration, not in the advance management level.

3.4. Overview of the Halimun's Park

The Halimun Park is located in three municipalities namely Bogor, Sukabumi, and Lebak with covers about 113,357 ha (Supriyanto and Ekariyono, 2007). The Halimun is under control of the Ministry of Forestry and it has two of the highest peak: Mount Halimun (1,929 m) and Mount Salak (2,211 m). It also has a unique flora and fauna such as Javan hawk-eagle, Javan leopard, Javan gibbons, among others. The Halimun and the surrounding area is also home to several indigenous groups such as traditional people of Kasepuhan (Hartono et al, 2007). The map of the Halimun is presented below:

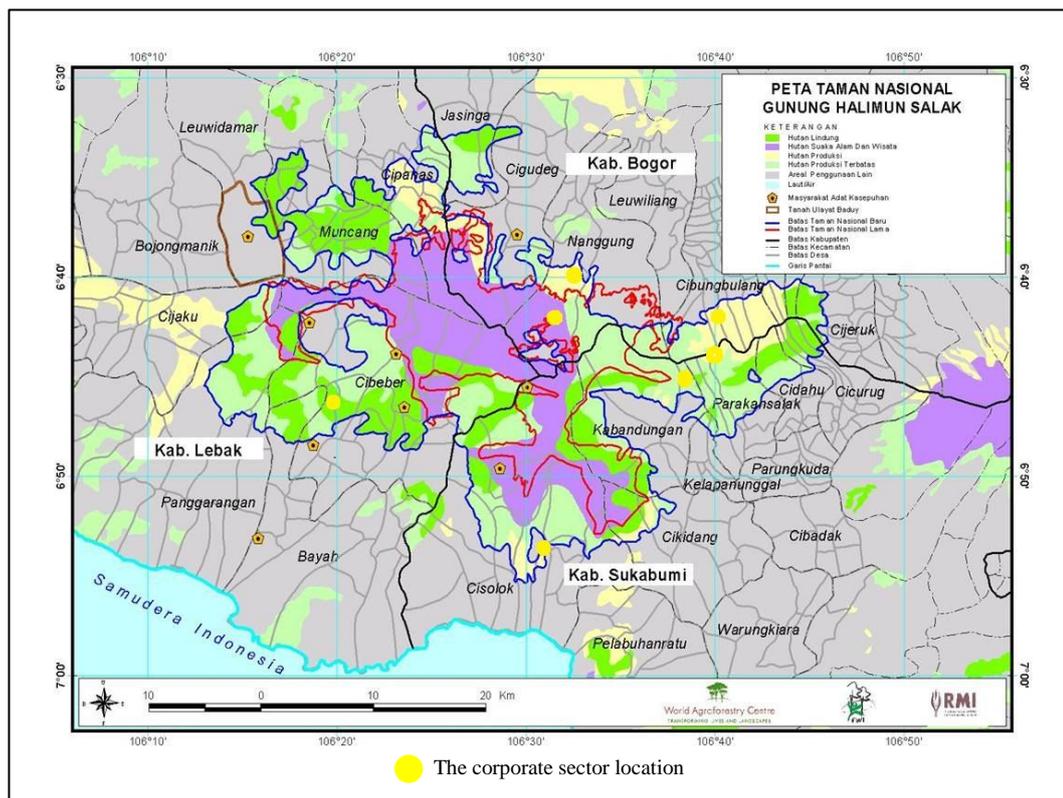


Figure 5 Map of Halimun's area ³

³ www.saveourjakarta.blogspot.nl/2011/01/peta-taman-nasional-gunung-halimun.html accessed on 20 July 2012

According to survey from Halimun's office in 2005, there were about 345 villages in the Halimun with a total of almost 100,000 inhabitants (Supriyanto and Ekariyono, 2007). According to Supriyanto and Ekariyono (2007), that population can be classified into four communities' types: 1) The Kasepuhan community (indigenous group) who settled in Pajajaran Kingdom era in 16th century. 2) The non-Kasepuhan people who migrate in the colonial era when the Dutch government demanded labor force for mining and plantations in 18th century. 3) The new comers people who settled in this area to find new opportunities during the reformation era between 1998 and 2000. 4) Temporary communities arrive in this area to practice illegal activities such as logging and hunting. Despite differences in the type of local communities, this data shows that there were many communities living in this area which can support or harm the Halimun. They existed either before or after establishment of the Halimun. The first two categories of communities have high dependencies on the positive existence of the Halimun as their livelihood and agriculture. While, the others community types have low dependencies to the Halimun (Supriyanto and Ekariyono, 2007). This condition may endanger preservation and mutual benefits to the Halimun as poverty in the surrounding area remains high.

Furthermore, based on Kurniawan (2012), there are three kinds of households which use land in the Halimun area: 57.8% of population for little-size agriculture (<0.25 ha), 28.9% for medium-size agriculture (0.25 - 0.5 ha), and 13.3% for large-size agriculture (>0.5 ha). Study of Kurniawan (2012) implies that household with little-size agriculture activity has low awareness of the Halimun preservation because they tend to access to the Halimun area to fulfill their basic need. The rest of household types have medium and high level of awareness to the Halimun. They are able to fulfill their basic needs of their land although sometimes they access to the Halimun. This condition may cause that degradation of the Halimun's area could go faster. However, almost local communities (74.4%) have an awareness that the impact of their activities to the Halimun (Kurniawan, 2012).

In addition, there were several companies that worked in the surrounding area of the Halimun (see figure 5). These companies operate in gold mining (Antam Company), geothermal (Chevron), and plantation activities (Perhutani and Perkebunan Nirmala Agung Company). Relationships with companies were in good since they help the local people through social programs such as health and education provision. In fact, there were many companies which exploit benefits from the Halimun area, for example water drinking industries. The existence of the corporate sector in this area may threaten to degradation of the Halimun as their activities exploit the area. However, they can also help community development and increasing quality of human resources in the Halimun's offices through training.

In general, all interviewees agree that recently, the relationship between stakeholders is good even though there was a social conflict in the past. For example, the Halimun's office and the local communities face land conflict and illegal logging. Another conflict was between the local people and the companies mainly with Chevron in water usages. Interviewees agree that there is a lot of work that must be done and mutual understandings among stakeholders are still in process.

3.5. Benefits of the Halimun's Park

Commonly, national parks in Indonesia have an important position in the national forest policy with multi-functions including protection, preservation, and utilization of natural resources (called *Perlindungan*, *Pengawetan*, and *Pemanfaatan* or *3P* in Indonesian terms). Central government representatives declares; '*It also has a function as stated in national regulation of natural resources conservation and its ecosystem and forestry (Law No.5/1990 and No.41/1999) for education, research and tourism*'. On the local government perspective, the Halimun is an asset even though it's located in the local region and managed by the central government. The Halimun are also central in spatial planning for balance other land use planning, especially in West Java Province. In the Halimun case, as the biggest rain forest in Java Island, some interviewees from the central government state that the Halimun has high potential as water control

in the surrounding region including Jakarta as capital state of Indonesia. Previously, there was flooding event in Jakarta when the Halimun was not established. Therefore, the central government, in this case is Ministry of Forestry, decided that area as protection for water resources. Once the park was established in 2003, flood in Jakarta can be reduced. While the corporate sector and NGOs argue that the Halimun is a partner for making better environment. On the other hand, local communities view the Halimun as a source of their income because almost 90% of the people depend on it through local activities such as agriculture and logging around the area.

Furthermore, all interviewees agree that benefits of national parks are tangible for ecology and economy. From the ecology perspective, the Halimun is valuable for water management. Many stakeholders around this area depend on the park as source of water such as private sector for geothermal and water drinking industries. Meanwhile, local communities use water for daily life and agriculture activities. Other benefits of ecology are socio-environmental services that the Halimun can give such as micro weather control and tourism. The park is a favorite destination for hiking tourism because it is located near relatively to Jakarta or Bandung as big cities in Indonesia. The Halimun and its surrounding area are also important for the national economy as gold mining and geothermal for electricity. Huge companies operate in this location to explore natural resources. For local communities, land use for agriculture and timber is important for their local economy activities. Therefore, benefits of the Halimun was clearly described which is in line with Stolton and Dudley (2008) study that protected areas provide wide range of benefits that can be used for humankind interests.

However, establishment of the Halimun was not easy since rejection from other stakeholders. Central government through the Ministry of Forestry has been decided the Gunung Halimun and Gunung Salak as a national park in 2003 that process of this decision was not based on mutual understanding. Central government did not consider local spatial planning as part of the Halimun's development (Kurniawan, 2012). The political context in that era was still top-down approach. This condition triggers less support from other actor especially

from local communities who claim they had the right to use the land because it is their heritage (Pratiwi, 2008). The creation of national park in their land will threaten their income as farmers. Companies which operate in mining, plantation, and drinking water industries may be resisted the Halimun's establishment as it can disturb their operation. They cannot expand their area anymore or they must provide additional operational costs for the Halimun's preservation.

Furthermore, benefits of the Halimun may attract people to exploit the area through illegal activities that lead to degradation of the Halimun. According to statistic data of the Halimun's office (2011), there is increasing trend of illegal activities, mainly illegal gold mining or PETI (*Penambangan Emas Tanpa Izin*). The diagram of illegal gold miners can be presented in figure 6 (data of 2008 and 2009 are not available). Although not all illegal activities data can be described because lack of information, figure 6 represents that illegal activity may endanger the Halimun.

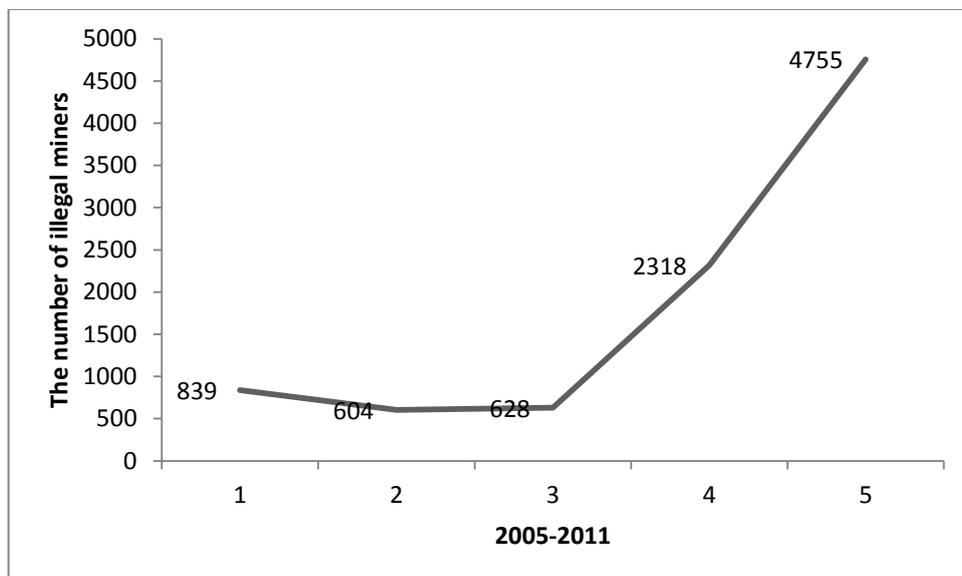


Figure 6 the number of illegal gold miners in the Halimun (Source: The Halimun's statistic, 2011)

3.6. Conclusion

Management of natural resources in Indonesia has challenges which are not easy to solve. Good willingness from central government is required to enhance

paradigm shift of development. Support from non-government actors is also an important to make it happen. However, in the Halimun case, development of this park stills less participation, lack of non-state actors' involvement, and unclear role of other actors. In addition, lack of human resources capacity lead to conflict in the Halimun persisted. Although benefits of the Halimun were clearly described between stakeholders, degradation of this park is also still existed. In order to hamper degradation of the Halimun, the park manager conducts several partnership programs between stakeholders to save benefits of the area.

CHAPTER 4 THE HALIMUN'S PARTNERSHIP

4.1. Introduction

In national park case, degradation of the Halimun was take place and the manager attempts to solve this problem through partnerships activities. This chapter describes the partnership programs and its challenges in the Halimun. A good partnership in the Halimun is important to ensure benefit of the park will sustain in the long term. This chapter also evaluates the governance arrangement through partnership by examining its recent conditions for successful partnerships, the mechanism, and the impact of current partnerships. Elaborating the partnerships in the Halimun may produce lesson that can be learned for increasing partnership qualities in the future.

This chapter presents reason for stakeholders to conduct partnership in the Halimun area and it will discuss by exploring stakeholders perspective in section 4.2. Section 4.3 discusses about the partnership programs in the Halimun's park and its challenges. Section 4.4 zooms into the partnership between local communities and the corporate sector under the supervision of the Halimun's office.

4.2. Arguments for Partnerships

In partnership programs, stakeholder contributes to each other since they have different potentials. The corporate sector may contribute to local communities because they have strong financial resources and high quality of human resources. With their money, the corporate sector can support the development of infrastructure such as road, school, sanitation facilities, and so forth. They can also give technical and management assistance to the local communities in order to increase local capacity. Some training was conducted to help the local people to find alternative livelihoods rather than exploit the Halimun or training for adding value of local product. Handicraft home industries and livestock aids are example of local capacity improvement activities. On the other hand, local communities may give safe and secure environment to the corporate sector for the economic

development of their activities. With a good relationship with the local people, the corporate sector can perform their activities without fear that local people can disturb their operations. In addition, local communities provide human resources as labor force operation as usually number of population are high in surrounding area. They also can provide potential new markets for the corporate sector production.

Therefore, partnerships perspectives from stakeholders in the Halimun area are essential to see how they view partnerships actually and why they agree to conduct such partnerships. The reasons or backgrounds why they should cooperate with each other are presented by looking each actor's perspectives: the Halimun's office, the local communities, and the corporate sector.

A. The Halimun's Office Perspectives

Based on history, the Halimun's office has authority to manage this national park (113,357 ha) under Ministry of Forestry since 2003 (Hartono et al, 2007). This may imply to the Halimun's office, as representative of national government, to protect biodiversity of the area. The Halimun's park contains thousands of flora and fauna with yet unknown benefits in terms of such biodiversity. This area is also the habitat for native fauna, Javan tiger (*Panthera pardus*). Today the population of that species has decreased and threatened with extinction (Supriyanto and Ekariyono, 2007). There are many unique plants and many animals live in this area. Another high value of the Halimun is its function as a water catchment area for the surrounding regions Jakarta, West Java and Banten Provinces. Based on Widada (2004), water value in the Halimun was reach IDR 9.57 billion (€797,500) per year for domestic and agriculture usage. This calculation does not include water usage for water drinking industries. In addition, the Halimun's area contains high potential for geothermal as this area is classified as a mountain area and source of natural gas. On the other hand, despite the benefit of the Halimun, this area has also problems regarding its location and treat related with earthquake, poison gases, landslide, and volcanic eruptions. These problems are caused by nature but some disaster caused by human activities, flood and forest fire, for instance. Degradation of the Halimun was in high levels

because in 1989-2004 there was deforestation about 25% of total area which caused by illegal activities such as logging, land use for settlement, agriculture, mining, hunting, and biodiversity trading (the Halimun's medium-term management plan document, 2007).

However, with high benefits and challenges of the Halimun, unfortunately staff of the Halimun office was about 103 personnel (the Halimun's medium-term management plan document, 2007). This condition made the management of the Halimun not ideal because it has a rate of 1 staff for 1,100 ha. In addition, the total number of targeted sub-villages is 314, which should be managed by 14 field-based offices, with the average being 22 sub-villages per office. Since the capacity of the frontline staff to lead a relational development with the local resident would be limited to only a couple of sites at a time, covering all the target sub-villages is a time-consuming process, and forest degradation is likely to continue as frontline staff try to cover all of the sub-villages (Kubo and Supriyanto, 2010). In financial perspective, according to statistic of the Halimun office (2011) budget for managing the Halimun is about IDR 11 billion (€916,666) per year. This budget was classified as small if compared to benefits of the Halimun which can give IDR 439.75 billion (€36.6 million) per year (Widada, 2004). Therefore, support from other stakeholders is essential to maintain the benefits of the Halimun.

B. The Local Communities Perspectives

The local communities have similarities as most of them are farmers. Based on Supriyanto and Ekariyono (2007), 95% of the inhabitants depend on agriculture activities and the rest is classified as civil servants or small entrepreneurs. Poverty is also high in every municipality. In the Halimun's medium-term management plan document (2007) notes that 10% of total population in Bogor and Sukabumi Municipalities live under the poverty line, while in Lebak they reach 15% of the total population. They also have low level of formal education. Widada (2004) stated that 93.18% of population in the surrounding area of the Halimun was under elementary school level or *Sekolah Dasar* (SD). This economic and social condition made local communities depend highly on the Halimun area. Some

illegal activities in the Halimun are carried out to fulfill local basic needs. As a result, degradation of the Halimun was still occurs.

However, since establishment of the Halimun become national park in 2003, local people cannot access freely to the area anymore because the Halimun is restricted for local activities. This area is a main source of income for the majority of the local people. This situation can increase conflict. Park's manager must found a solution to support local communities and preserve the Halimun area. The local people are difficult to find by themselves an alternative livelihood as their capacity and skills are limited. Therefore, partnerships with other stakeholders are very important for them. The locals are likely difficult to survive without assistance or support from other as they have no option for generating income except from the Halimun's area. The corporate sector or the government can offer unique contributions to the resolution of social problems, including poverty alleviation, health and education facilities provision. Capacity of local communities can also increase because they supported by others in social and economic aspects.

C. The Corporate Sector Perspectives

As stated in previous section, there were several companies operating in the Halimun's area and surrounding which engage in different fields. They have been investing their huge capital in this area and they want their properties to be safe and secure. This is reasonable as they do not want to waste money. In order to realize this resolution, the corporate sector must keep alive a good relationship with other stakeholders. Mainly with the local communities, as this actor can cause conflict that could interfere the operation of a corporation. Partnership with the local communities also can be said as a means of implementing business strategy. Partnerships will be a business strategy that is inherent in the company to improve competitiveness through reputation and corporate's image. This will be the company's competitive advantage that is difficult to be imitated by competitors. In addition, the companies have the obligation to empower local communities in their operation region based on national regulation. National law No. 40/2007 about Limited Liability Companies states that companies conducting

business activities in the field of natural resources require implementing social and environmental responsibility measures. The corporate sector view local communities as the right partner to fulfill that obligation. Moreover, if companies do not carry out these obligations they might be sanctioned in accordance to statutory regulations. This law can force corporations to build a partnership program that matches communities need.

4.3. Partnerships in the Halimun's Park

Establishment of the Halimun started in 2003 when the Ministry of Forestry decree No.175/Kpts-II/2003 was regulated. Since then, the Gunung Halimun area expanded, connected with the forests of Gunung Salak, Gunung Endut and several other forest areas around it, which were originally a forest area under the management of Perhutani Public Company (Hartono et al, 2007). In that year, ex Perhutani land became a national park. This condition produces a conflict between the local communities and the Halimun's office because the local people lost their source of income as the access to that area was closed. In order to deal with this conflict, the managers of the Halimun implement a program to empower local communities since 2003. However, according to an evaluation done by Supriyanto and Ekariyono (2007), the empowerment program was not very successful because conflicts were not solved. Several factors contributed to failure of the program as follow: first, the empowerment program planning was still in a top down approach, meaning that planning was not considered as the local people interest. Second, the empowerment programs tend to apply as a charity program. The program was likely the act of giving financial, goods and time to the local communities directly without adequate evaluation of the program. Third, this program was less coordination with other local institution that fails to create awareness among stakeholders about the importance of the empowerment program. Finally, this program could not accommodate fully the local's interests due to limitations of the Halimun's office on capital and technology.

Furthermore, as previous programs we can say that it 'failed' but the Halimun office made improvements of the empowerment program. The MKK or *Model Kampung Konservasi (Village Conservation Model)* program was proposed in

2004 to deal with difficulties of the previous program. The MKK program was intended to decrease degradation of the Halimun and also provide additional income for local communities. The MKK program directs the local communities to other livelihoods rather than access to the Halimun. This program may reduce dependencies of the local people to the Halimun. In addition, the MKK program was used new approach in order to reach success since it involves local institution in designing of the program and considering the local interest. Moreover, the program was not only charity program but also assistance to local people to find appropriate livelihood based on their competencies and local resources. This program was also obligated local people to provide 30% of their own capital in the MKK program and the rest of the capital will be provided by the Halimun's office. Sharing capital aimed was to educate local people how to responsible to the program.

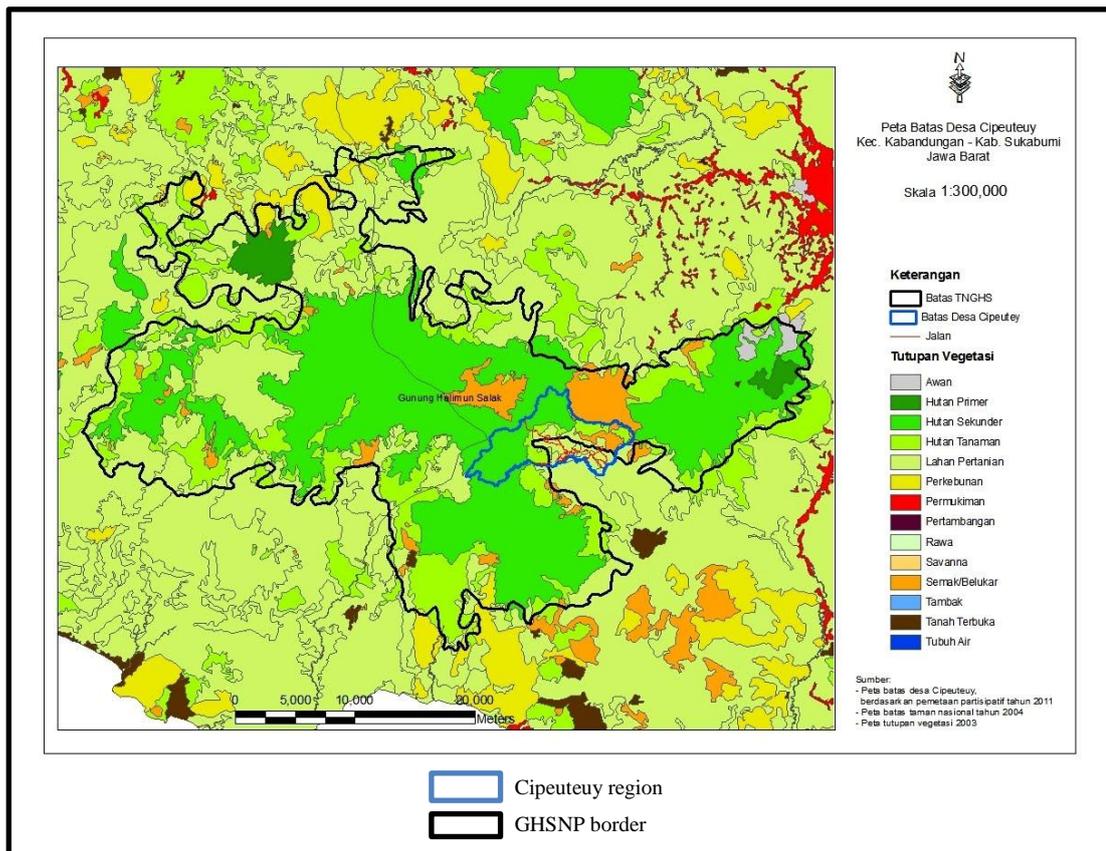


Figure 7 Map of Cipeuteuy 4

⁴ www.bumi-sajagad.blogspot.nl/2011/06/asdasda.html accessed on 20 July 2012

The MKK program was conducted in the Cipeuteuy region as a pilot project. Cipeuteuy located in ex Perhutani Public Company area which was an arena of land use conflict in previous years. Today awareness of local people in this area has increased and conflict decreased. This location was chosen by the Halimun's office because it has more preparation to accept the program than others villages. The local people in Cipeuteuy region are willing to provide 10% of benefits from their activities to conserve the Halimun's area. In 2004, the Halimun's office gave livestock to the local people to help them obtain additional income. With additional income, perhaps access of the local to the Halimun will be decreased. However, this program has not been evaluated well. There is no valid data about to what extent this program influenced the local communities and also the Halimun. Therefore, in 2007, the Halimun office feels that this program needs a formal documentation which materialized as a Memorandum of Understanding (MoU) to Cipeuteuy's people. This document states that the Cipeuteuy region will get a grant if they contribute to conservation activities such as; maintaining the function of core zones of national park, help rehabilitation of the Halimun, do not cut trees, do not expand agriculture land, and control forest fires. In theory, this program has several steps that must be followed to ensure its purpose (Harmita, 2009): to develop mutual understanding among stakeholders, to develop local institutions, to prepare facilitator who helps the local people and assists them, training and application of PRA (Participatory Rural Appraisal), to increase capacity of local people, to develop local economic activities, to develop partnership and business networks, and monitoring and evaluation of the program. However, the MKK program needs support from others as the capacity of the Halimun's office to cover all costs is limited. Therefore, the role of local government and the corporate sector is important to support financially.

The local government mainly the Sukabumi Municipality has contributed to support the MKK program through SISDUK or *Sistem Dukungan untuk Masyarakat* (Support System for Society) program. The SISDUK was applied in the Cipeuteuy region in a form of financial support to the local communities' recommendation towards alternative livelihood activities. NGOs assisted the local people to arrange such application. The goals of SISDUK were similar to those of

the MKK program notably to decrease dependence of the local communities to the Halimun. The corporate sector was also involved in this process as they are concern about their environment. Chevron provides assistance in the MKK program through provision of sanitation facilities and road development. Another companies are also contribute to support this program. The MKK and the SISDUK can be classified as an empower program to increase economic level of local communities. Each program has its own goal but it aimed to reduce local communities' access to the Halimun. This program expected that it will decrease the number of illegal activities such as logging and land use for agriculture.

Companies are also contributed to support another partnership program called the JARMASKOR or *Jaringan Masyarakat Hutan Koridor* (Forest Corridor Society Network). JARMASKOR is a local organization which initiated by local communities of helping in the preservation of forests in the Halimun and also to gain benefits from forest through an inter-cropping system of local commodities such as vegetables. Companies, mainly Chevron, have cooperated with the local communities through JARMASKOR program because both of them have similar interest. Forests are crucial to the local people as the land for agriculture and source of water. In addition, Chevron view forests as an area to sustain their operation in geothermal. With a good condition of forests, ground water as main material of geothermal energy will still exist.

Other programs were conducted between stakeholders are Green Corridor Initiatives and eagle preservation. These programs emerged to restore habitat of species or forest. Usually, both programs were supported by corporation after management of the Halimun explained to them or program running after a few years. While, local government of Bogor and Sukabumi argue that their involvement in the partnership program was limited because there was a dichotomy between local and central government. They feel that the Halimun is responsibility of the central government.

Moreover, each actor has its own task depending on their capabilities. Corporations may participate giving funding support while local communities provide labor force and the Halimun's office or the local government offer land

and permits. This division of task was formally stated in the MoU (Memorandum of Understanding) document or even it's not recorded in any official document (informal). MoU was set right and obligation among stakeholders. The informal task division among actors in the partnership program may produce ineffective program because there is no clear role between stakeholders. Therefore, one interviewee from the Halimun's office suggests that stakeholder's mapping was important in order to give appropriate tasks to each stakeholder.

Usually the idea of a partnership program comes from various actors. The MKK and SISDUK programs were mainly from both the central and local governments. Those programs allow local people to get a grant for their small business such as fish culture or livestock. Other program, for example the Green Corridor Initiatives, comes from collective not only from one actor. Intensive discussion among stakeholders was conducted because this program is important for ecology as connects Halimun and Salak areas (the Halimun's document of *Rencana Aksi*, 2009). This program is still running since 2009. Eagle preservation was similar to the Green Corridor Initiatives where the role of NGO (Suaka Elang Foundation) is central because this NGO directs designing of the eagle preservation. The special program was originally from the local people's concern to their natural environment called JARMASKOR. The low economy level of Cipeuteuy village encourages some residents to make activities that could be used to increase welfare and save the forest. Despite a low capacity lack of local communities, they can propose a program that maintain environment. The role of NGOs is important in this case because they assist the local people in doing this program. Bio-Conservation International is a NGO that helps people in environment sector while YBUL (*Yayasan Bina Usaha Lingkungan*) or BEF (Business Environment Foundation) handle the micro-economy part.

Furthermore, the motivation of stakeholders to build partnerships varies. It depends on interviewee background. Surely, governments, have the obligation to make such programs based on regulation to protect national parks and also people. While in local communities, concern about the environment was their motivation to make surroundings better one for example forest restoration. The local people

have said that '*lack of economy level made us think to change this situation*'. They try to change their mindset and local economy through environmental friendly activities. Interestingly, almost all interviewees agree that motivation for corporations to get involved in a partnership program was to keep a good relationship with the other actors or to increase and improve their image. Willingness of corporations to get involved in a partnership program was because they operated near settlement and the Halimun's area. In addition, national rules encourage companies to participate in social development and implement CSR (Corporate Social Responsibility). CSR is the popular scheme to involve the private sector into the partnership program in the Halimun. On the other hand, representative of the private sector disagree with this argument because environment concern was the top motivation of corporations to join the partnership program. However, some interviewees state that no matter the motivation of stakeholders, the most important was that the purposes of program are achieved.

In the future, stakeholders may have different opinions regarding sustainability of the partnership. In the Ministry of Forestry, the partnership program viewed as agreement between two actors. This agreement was valid for 5 years and it can be evaluated to decide whether the partnership will continue or not. For profit activities, such as drinking water industries or tourism, they must involve local people in their business. However, involvement of the local in this kind of partnership is merely as labor force. Therefore, this program cannot be classified as a partnership since there is only business relationship among actors. In the partnership program for conservation, interviewee from the government has a positive view that partnership will continue until awareness among stakeholders is increased. Similar with government, the private sector will continue the program but may move to other places/villages after 5 years in order to give equal opportunity for the surrounding area. The program is always continuing because societies are depending on it. If the program is discontinued, threaten to the Halimun's park may be increased.

Nevertheless, the position of the stakeholders in the partnership program is not equal. There are always powerful and powerless actors in the process. Although rights and obligations for each actor were agreed but actors with more power and money will still be dominant compared to less-power actors. Local communities are considered as the actors who have less politic and economy power. In addition, lack of coordination and communication among stakeholders tend to trigger institutional ego among stakeholders so that it's difficult to create a good partnership. This circumstance may be caused by influence of politic condition in the past where state was too powerful.

In describing the partnership programs, the Halimun's office interviewees state that *'partnership has been designated in the Halimun planning management'*. Interviewee from the Halimun's office argues that the park manager has involved other stakeholders in a participative way. But if we see the document of the Halimun's management plan (2007-2026), it is clear that the word and application of 'consultation' was still used. As described in Arnstein (1969), consultation is classified as 'tokenism' or symbolic participation. Therefore, consultation of stakeholders in this area was only a symbolic participation to get the recognition that the Halimun's office has been implementing participation activities. Furthermore, there was different capacity among stakeholders. In other words, some stakeholders may have better capacity than others. Local communities seem 'inferior actors' compared to others. For example, in Green Corridor Initiatives program, local communities act as labor force without further involvement. However, in the MKK program, the Halimun's staff argues that the role of the local community was better since they proposed their own activities.

4.4. Recent Conditions of Partnerships in the Halimun

In order to reach success in partnerships, several pre-conditions must be prepared before conducting a partnership. In the Halimun, at supra-community level, as stated in Pomeroy et al. (2001), the government has supported successful partnerships through P.19/2004 regulation. This rule provides clear roles among stakeholders in the partnership program. Central and local governments, communities, the corporate sector, and research/education institution were

important actors who support this partnership. In the study area, the corporate sector has been involved in empowerment of local communities through several activities such as education and health sectors (Pratiwi, 2008). They also involve in partnership programs arranged by the Halimun's office such as at Sukagalih village in sanitation and road facilities provision.

At the community level, there must be clear defined membership of partnership. Although in the Halimun there were many villages but the membership of community is cleared enough. In study area of partnership, there is no someone or groups from outside of location that enjoy the benefits of the partnership (free rider). On the other word, benefits of partnership are going to the local community member. At individual level, some partnership programs allow local communities to gain direct economic benefit. For example, in the Green Corridor Initiatives, member of the community will get financial support for each tree they plant. This is important to ensure that motivation of local communities in partnership will be continuous.

Table 4 summaries the recent conditions of partnerships in the Halimun. Although in theory, partnerships in the Halimun meet categories of Pomeroy et al. (2001), but in practice implementation in the field still remains problems. At the national level, government has been released partnerships regulation but implementation of such regulation was not satisfied. Each actor views partnership based on their perception without considering rules of the P.19/2004. In addition, compared to the partnership definition of Arnstein (1969), in the Halimun, there is no 'real participation' that power is redistributed equally through negotiation between the local communities and the corporate sector. It is hard to find a statement that they agree to share planning and decision-making responsibilities through joint policy boards, planning committees and mechanisms for resolving deadlocks. Partnerships in the Halimun between the local and corporation seem to be a charity program. The power was givens not taken by the local communities.

At communities' level, unclear boundary between the park and local region can lead land use conflicts continue to exist. However, all interviewees agree that to reach a good partnership, the partnerships must have one vision, mutual

understanding, high commitment, obey the rule, openness, respect, equal, bottom-up approach, communication, and support each other. It needs long time to reach all the requirement of success as capacities of stakeholders to understand real partnership were still low.

Level	Theories	Practice in the Halimun
Supra-community level	Government plays an important role on establishing legislation and policies.	Permenhut No.19/Menhut-II/2004
Communities level	Clearly defined boundaries and membership.	<ul style="list-style-type: none"> • Clearly membership of communities. • Border of the park was not yet cleared.
Individual/household level	Incentive for economic and social must be established.	Additional income for local people.

Table 4 Three level of successful partnership (Source: Pomeroy et al, 2001; p.199)

4.5. Mechanism of Recent Partnerships

The spirit of partnership program is to ensure equal, transparent and dialogues for supporting the improvement of the Halimun. This section aims to describe mechanism of recent partnerships in the Halimun based on participation and sharing of decision making between stakeholders. At national level, participation and fairness are guaranteed by P.19/2004. This regulation regulates fairness in partnership including mechanism for sharing of decision-making between stakeholders. Refer to this regulation, the partnerships mechanism describes the basic procedure in developing the partnership. The partnerships are usually established in the MoU (Memorandum of Understanding) or *Nota Kesepahaman* which manage time period of the partnerships, arrangement of facilities, and rights and obligations of every stakeholder.

In most the partnerships between the local communities and the corporate sector in the Halimun, there was no clear document of MoU. For example, the JASMASKOR program that initiated by local communities in Cipeuteuy village, the availability of such document was not available. In addition, there was no proper communication in the beginning of the partnerships which leads to inappropriate sharing of decision making between stakeholders. Although, some of the local communities' representatives were invited by the corporate sector in public forum to present the JARMASKOR, decision making was still in the

corporate sector. According to Arnstein (1969), method used in public hearing is classified as consultation. Moreover, involvement of the corporate sector in the JARMASKOR acts as a financial supporter in the programs. This situation is similar with other programs, the MKK and the SISDUK. Although both programs have MoU document, in practice there was little sharing of decision-making between stakeholders in the partnership programs. The government and the corporate sector are still powerful actors even though they consult with the local communities to propose the MKK and the SISDUK.

Another partnership program such as Green Corridor Initiatives was intended to restore forest in the Halimun. Based on the corporate sector website, they have been replanting tree in and around the Halimun's Park⁵. In late 2011, in collaboration with the Halimun's office, Kehati Foundation and local NGO, they have been established the Green Corridor Initiative, which is a five-year program to restore degraded forest areas that connect the Mount Salak and Mount Halimun. This program aims to plant 250,000 trees in five years. The initiative also provides economic development opportunities for the local communities near corporate operations through agriculture activities. In addition, training activities in agriculture was conducted in Cipeuteuy village to increase capacity of local in agriculture sector. Representative of local communities has said that this program was beneficial since knowledge about environmental protection and agricultural practices were better. However, role of local communities in this program was only labor force to plant the tree or participant in training activity with less involvement the local people in the discussion of partnership and decision-making. The local communities are just informing to plant the trees and attend the training. There is little opportunity for the local communities to give feedback of the partnerships (Arnstein, 1969). Suaka Elang program is similar with Green Corridor Initiatives where the local communities informed to provide food for the eagles in exchange for money.

Although clear mechanism to realize partnership was already set by P.19/2004 regulation, the implementation of this rule was not satisfied. Interviewee from

⁵ <http://www.chevron.com/globalissues/corporateresponsibility/2011/RestoringForestsInIndonesia/> Accessed on 25 June 2012

central government argues that the rule was not applied sufficiently which trigger each stakeholders act respectively with little communication. In addition, most of the partnership programs between the local communities and the corporate sector in the Halimun were through informal discussion without considering rule of P.19/2004. In evaluating recent partnership between the local communities and the corporate sector, it's cleared that role of the local groups was classified as 'tokenism' or symbolic participation (Arnstein, 1969). In addition, the corporate sector may consult with the local communities in partnership program but all decisions are taken by the companies (Sen and Nielsen, 1996). This position (informing and consultative) was describes that the partnerships between the local groups and the corporate sector are far away from category of real participation.

Table 5 below is description of programs in participation level scheme. Placement of each program was based on it characteristics which gathered during interview with stakeholders. The table shows that in general, partnership programs in the Halimun are classified as 'symbolic participation' and 'consultative'.

Arnstein (1969)		Partnership Programs in the Halimun	Sen and Nielsen (1996)
Degrees of citizen power (Real Participation)	Citizen control		Informative
	Delegated power		Advisory
	Partnership		Cooperative
Degree of tokenism (Symbolic participation)	Placation		Consultative
	Consultation	JARMASKOR, MKK, SISDUK	
	Informing	Green Corridor Initiatives, Suaka Elang	
Non-participation	Therapy		Instructive
	Manipulation		

Table 5 Relationships between stakeholders in partnership programs. (Sources: Arnstein, 1969 and Sen and Nielsen, 1996)

4.6. Impacts of Partnerships

This part is aimed to explore partnership impacts between local communities and the corporate sector under supervision of the Halimun's office. Similar with study of Pfueller et al (2011), this thesis shows that impacts of partnership to local communities were cleared since the partnership increases awareness of local societies to the Halimun's Park. Interviewee from government claims '*number of*

illegal activities was decreased after the programs established especially illegal logging'. Meanwhile, interviewee from local communities argues that their knowledge on environment was increased after follow the partnership program. It allows knowledge sharing between scientific and local knowledge. As capacity of local groups was low, partnership may contribute to increase capacity of local people. This condition was not only for local but also for the corporate sector that get benefit from partnership such as implementing local wisdom to their operation such as 'work communally' (*gotong royong*). In addition, partnership also provides social and economic benefits to local communities. Interviewee from government both central and local said that there was increased salary income during the partnership. Although, it's hard to prove that statement because there was no valid data about social and economic condition but some interviewees give example of some households that their salary income was increased during the partnership.

Meanwhile, in partnerships impact to biodiversity, most of interviewees respond that they didn't sure about the impact although they said there was an influence to biodiversity, at least it can give contributions indirectly to biodiversity conservation. As access of local groups to the Halimun is decreased, it can be positive for preservation of the park. It gives time for recovery of biodiversity. In addition, as awareness of local groups improved, they control the park by themselves in order to prevent stranger who came to cut the tree, for instance.

In supporting effectiveness of management of the Halimun, the central and local government has different opinion. Central government or in this case the Halimun's office has argued that partnership was support effectively the Halimun at least better management. Interviewee from the Halimun offices argued that '*the partnerships help control the area*'. With the area of 113,357 ha and limited staff, it is not easy to cover all area of the Halimun. Therefore, partnership program was help a lot in management of the park. The Halimun's office cannot work alone without assistance from other stakeholders. In general, they use decreasing numbers of illegal logging as indicator for effective management. On the contrary, local government, mainly in Bogor Municipality argues in a different way. He has

said that *'partnership program was not yet supporting effectiveness of the Halimun's management'*. This condition, the interviewee argues that caused by no appropriate evaluation for partnerships. Thus, it's hard to say whether partnerships were already support effectiveness of the Halimun or not. In addition, the local communities have same opinion with the local government. This condition may be caused by different knowledge and perception of partnerships among stakeholders which lead to misunderstanding of the partnership impacts to the Halimun.

On the other hand, the partnership was also giving negative impact. One member of the local village said others local groups may have social jealousy because they didn't receive economic benefit from partnerships program. This happen because some programs were only pilot projects and it needs more evaluation about progress of the programs. Limitation of budget was also factor that the programs cannot cover all societies in the Halimun. In addition, the partnerships which tend to merely charity program which can be created high dependencies of local group on grant. This condition was contradicted with purpose of the program that it wants to create independencies of local groups. Furthermore, the partnership programs such as the MKK may have negative impact to biodiversity as it needs space and resource to the Halimun. For example, livestock requires adequate feed which taken from surrounding area. Increasing method of agriculture may also contribute to decrease of land quality. If the partnership programs develop further, it will need more resource to ensure sustainability of livelihoods.

4.7. Challenges in Partnership

Partnerships produce benefits for all stakeholders in the Halimun area but some challenges remain which can hamper partnership. Several challenges still exist and these are not easy to find a proper solution. Land boundary among stakeholders has been long challenge in the Halimun because there is no clear border among stakeholders. Every actor claimed the land each other. For example, the local communities argued that they doing agriculture activities in their own land but the Halimun's office reject this claim. The office argues agriculture land

is an area of national park. This problem of rights and access to the land made conflict still happen. The Halimun's management plan document (2007) recognizes the unclear border of national park as main problem in this area.

Since the area of the Halimun was expanded in 2003, conflicts had extended (Prabowo et al, 2010) which trigger different perception between the Halimun's office and the local communities regarding the values of the land. Pratiwi (2008) argues that the establishment of the national park was not determined by a shared perspective among stakeholders. Local governments' spatial planning perspectives, Bogor, Lebak, and Sukabumi Municipalities, were not considered as part of the Halimun's policy. This condition triggers less support from stakeholders for establishment of the Halimun. In addition, the local governments were hampered by regulation stating that they cannot get further involve in central government duties as in the case of a national park.

In partnership programs, although partnership was conducted in the Halimun but because of many populations' needs assistance and limitation of the Halimun's office or private sector in providing financial support, not all communities groups can be involved in the partnership program. A selection was done based on criteria prepared by the Halimun office. In the MKK program, two villages (Cipeuteuy and Gunung Malang) were chosen as pilot projects (Supriyanto and Ekariyono, 2007). Since then, other actors such as the corporate sector join this partnership which results in additional financial support. This condition may trigger a new challenge as other villages or locations want to also join the partnership programs. This may imply the Halimun's offices and the corporate sector to provide more resources (time, funding, and human resource). However, since resources to create the partnerships were limited, it is difficult to realize a new partnership. Furthermore, partnership programs in this area tend, once again, to be a merely charity program. The local communities received a grant from others without sufficient assistance and evaluation. In addition, this partnership is temporary, meaning that the partnership was not in the long term. Once the partnership program realized, there was little follow-up activities. This is explained because of the existence of limited stakeholders and resources.

Moreover, there were several obstacles that can harm the partnership. From the perspective of the central government, different perceptions and interpretation of regulation were the most serious problems when creating a proper partnership. Meanwhile, at the local government perspective, institutional ego was restricted the partnership program. The NGO's and the corporate sector have opinion of funding problem which it can interfere the partnership. This occurs because usually they have limited funding. In addition, relationships between the local communities and the corporate sector sometime have problems. For example, the local communities accuse the corporate sector's activities as a cause of falling water ground level. But the companies deny such claim stating that their activities didn't influence water quantity.

In decision making process, all stakeholders are invited by the Halimun's office to discuss about program including planning management and partnership programs. In making of the Halimun's planning document for instance, the park manager arranged public consultation which invites all stakeholders to discuss. However, public consultation can be classified as symbolic participation (see Arnstein, 1969) since there is no advance involvement in decision making. This condition is likely common in national park management in Indonesia. Therefore, it's hard and needs long time to reach 'real participation' in any program that the Halimun's office held.

In general, the roles of non-state actors are considered not maximized in the Halimun's management and also the partnership programs. For example, the corporate sector tends to apply as a fund provider in the partnership, provide money for building sanitation facilities, for instance. The roles of the local communities are also limited since powerful actors treat the local people as the inferior actor rather than parallel to the roles performed by the government or the corporate sector. In fact, the non-state actors become an important part in efforts to achieve conservation roles in the future to deal with the Halimun's degradation.

4.8. Conclusion

Pre-conditions for a successful partnership were delivered in the Halimun but such arrangement needs more improvement to make the partnership better. Mechanism to make the partnership program was also cleared through Memorandum of Understanding (MoU) or informal process. In addition, impacts of the partnerships in the Halimun were real. Increasing awareness of the local groups to the Halimun is the most valuable impact.

Study case from the Halimun describe that the new challenges are emerge in governance arrangement through partnerships. There are still basic problems in this area even though each actor realized that partnership is important. Each actor with its competencies needs each other to produce synergies in the development of the Halimun. Although a real participation is hard to achieve but if followed by continuous learning process among stakeholders, realization of the real participation is only a matter of time.

CHAPTER 5 CONCLUSIONS AND RECOMMENDATIONS

The aim of this thesis was to explore role of stakeholders in the Halimun through partnerships programs and elaborating the partnerships. The conclusions will emphasis on the elements of recent partnerships: its current conditions, the mechanism, and the impacts. Reflections from this thesis are also presented. This chapter will suggest some recommendations for the Halimun's office to improve the performance of partnerships. Some lessons learned from this case may extract for recommendation of policy in protected areas and also future research.

5.1. Conclusions

This thesis identified the role of stakeholders in partnerships in the Halimun. Each stakeholder has different role that can be described as follow:

The government: the role of central government of Indonesia is an important in establishing the Gunung Halimun Salak National Park (GHSNP) through Ministry of Forestry. This ministry was set-up office of GHSNP or it named the Halimun's office near the area. The Halimun's office maintains the area to ensure that benefits of the Halimun are long term for next generation. They also responsible to guarantee that benefits of the Halimun are applied not only for surrounding area but also society as a whole. In partnership activities, the Halimun's office have been initiated some the partnership programs to overcome conflicts since establishment of the park. However, the role of the Halimun office is too dominant in this area. Several programs are not involved further of other actors. Usually, the Halimun uses public consultation to communicate the programs which is classified as 'symbolic participation'.

The local communities: this actor has been existed and settled before or after establishment of the Halimun. Several local activities such as agriculture or cutting the tree have been long done in the area. Since establishment of the Halimun, access and right land use of the local communities to the area was restricted. Therefore, conflicts in land use are basic problem in the Halimun. The roles of local communities either in the Halimun's management or partnerships

were limited since the capacity of the local communities is still low. High number of poverty and low education level of the local communities are remains problems. Therefore, the partnerships made the local communities have high dependencies on the programs because this is one option to generate additional income.

The corporate sector: some of companies have been operated before the Halimun's establishment. High potencies in natural resources in the Halimun's attract several companies to operate in this area. The role of the corporate sector either in the Halimun's management or partnerships was better than the local communities. The corporate sector has power in economy and politic that can be used to influence the Halimun's policy. They were also support management of the Halimun by providing training for the Halimun's staffs in order to increase capacity of staffs. In partnership programs, they usually give assistance to the local communities by training for member of villages or giving direct aids such as road development or sanitation provision. With high capacity of human resources, they also help the Halimun's management in technical assistance. This role made the corporate sector likely as a donor for social aid programs without advance involvement in the partnerships.

The Non-Governmental Organizations (NGOs): NGOs have been active in helping management of the Halimun by giving valuable input for biodiversity preservation of the Halimun. NGOs have played a role in promoting for sustainable development at the the Halimun. They promote the importance of certain species, Javan eagle, for instance. In partnerships, they also support for the local communities by giving suggestion in economic or environment sector.

Based on Graham et al. (2003) and Dudley (2008), governance in the Halimun can be classified as governance by government because Ministry of Forestry has a central role while non-state actors are likely having low involvement in this area. In my opinion, central role of government in the Halimun is good because government has strong commitment to maintain the Halimun based on international and national agreement. The national government provides particular resources to protect benefits of the Halimun. On the other hand, it seems that the

government imposes the establishment of the Halimun with little involvement of other stakeholders. This situation may reinforce the national government control over the Halimun's park as well as disregard the roles of the non-state actors.

Furthermore, this thesis will answer the research question as stated in chapter 1. The thesis attempts to evaluate the partnerships, as follow:

The Recent Conditions of Partnerships; in theory, the Halimun case shows that the recent partnerships meet requirement of successful partnerships at every level: supra-community, communities, and individual level (Pomeroy et al., 2001). However, in practice, the partnerships in the Halimun still remain problems. Unclear border in the Halimun between stakeholders is a basic problem that creates land use conflict. Lack implementation of regulation at government level was also produce ineffective the partnerships in the Halimun.

Mechanism of Partnerships; Partnership mechanism was established through a Memorandum of Understanding but in practice a partnership between local communities and the corporate sector does not have any official document that organize the relationship between them. All process is just on going without a proper document. The mechanism to create the partnerships may be classified as symbolic participation (Arnstein, 1969). This situation because the local communities just informing to do something. Although there was consultation with the local communities but decision is still in the corporate sector.

Impact of Partnerships; This thesis pointed out that partnership in the Halimun offer positive impact to society such as increasing awareness to the park, rise of local capacities and number of illegal activities decreased. Level of local economy also increased during partnership although there is no quantitative data to support this statement. Partnerships influence indirectly preservation of the Halimun since local access to the park was decreased. On the other hand, partnerships may create new problems such as jealousy within communities and threaten to the Halimun may be increased.

In conclusion, partnerships between local communities and the corporate sector in environment sector have been contributed to the Halimun's development. Some principles of good governance in protected areas (Graham et al., 2003) were presented although challenges remain. There was participation in the Halimun but it only 'symbolic participation' (Arnstein, 1969). Partnerships were also contributed to human development of stakeholders, such as local communities through training. However, equity in partnerships was not achieved since there was powerful and powerless actor in the Halimun.

Despite challenges are presented but partnerships are still necessary in the Halimun since stakeholders are needed each other to complement their capability. In addition, multi-interest and high complexity in the Halimun made government cannot handle these challenges alone. Therefore, partnerships in the Halimun will exist as long as there are stakeholders who live in this area. It seems like a basic need for stakeholders and a tool to maintain the Halimun and also the relationship among stakeholders. Without partnerships, the Halimun will suffer because the resources of the central government are limited.

5.2. Reflection

The interviews I carried out in May and early June 2012 in Sukabumi and Bogor Municipalities are the main source of primary data for this thesis. However, I face some difficulties regarding to data collection in these municipalities. This thesis cannot be done at the whole area in both municipalities. The consideration is because these locations are quite large and it is not easy to access. Thus, I select only representative of stakeholders who involve actively in partnership programs. For example, there are several companies operating in the Halimun and they may have partnership programs, I select a certain company as representative of the corporate sector because this company has a good promotion in partnership programs. In addition, due to the limited time and funding, I did not conduct interviews in Lebak Municipality. These factors may impact to quality and quantity of information about the Halimun because not all area of the Halimun was covered by this thesis.

Moreover, regarding the characteristics of a qualitative study, the advantages are from the flexibility of the process and the deeper understanding of the topic because the data collection method is usually less formal and use open-ended questions that enable the elaboration of detail explanation from the interviewees. Interview is also useful to obtain detailed information about personal feelings, perceptions and opinions. However, the disadvantage of this method refers to the bias of information from the interviews. Interviews were most carried out at the office of the interviewees were rich in information but may had a lack of quality and often a lack of emotion. The interviewee's offices and voice recorder utilization also made interview process was likely awkward moment. The interviews were likely presentations of the interviewees rather than an interactive conversation with the interviewer. Lastly, I can affect the quality and quantity of information during data analysis and interview process because I still learn how to become a highly skilled interviewer.

5.3. Policy Recommendations

The role of stakeholders is important in the management of natural resources. In the Halimun context, in order to increase level of participation, some recommendations can be considered as an input to the next partnerships:

1. Clear benefits of the Halimun must be informed sufficiently to stakeholders of this area. Although some stakeholders know already the benefits but at least sufficient information can emphasis this value. Dissemination idea of the Halimun benefits to others not only actors in surrounding area but also outer area and cross sector and also across generation.
2. To solve a problem of boundaries among stakeholder and involve them not only in symbolic participation but also real participation in any planning conducted by the Halimun's office.
3. Implementation of partnership regulation in natural resources must be reaffirmed such as P.19/2004. Recently, this implementation was not satisfied and revision of this rule can be considered. Stakeholders' role must be cleared and principles of 'real participation' must also definite. To strengthened membership of stakeholders surrounding the park is also important. In addition,

incentives not always what the form of economic, it can also social and power incentives such as delegated some task to local communities.

4. Increase level of participation through share planning and decision-making responsibilities. This recommendation needs good will from the central government and support actively from the corporate sector.
5. Sufficient evaluation of the partnership program such as study before and after the partnership was also helpful to provide clear information about partnership. Further evaluation on economy, social, and ecology in partnership sites are required to give deep understanding about the impact of partnerships.
6. The benefits of the partnerships were not distributed equally; therefore the park manager must ensure in the future, the benefit should spread to all local communities.

Furthermore, this thesis intended to give some recommendation for further research of partnership in protected areas. Therefore, this thesis recommends the following:

1. To study of partnerships in the environmental sector in other protected areas is important to give different perspective because other place may produce different result.
2. Further research about partnership impact to ecology, economy, and social aspect based on quantitative data is required.
3. Specific partnership program and sufficient time in particular area will help deeper understanding about partnership in environmental sector.

Appendix 1 List of Interviewees

The list of the interviewees from stakeholders will not mention the name of the individuals because of ethical research reasons. The list will only be categorized based on the types of stakeholders. Number in brackets shows the number of individuals that was interviewed.

1. Forest Protection and Nature Conservation (FPNC) or *Perlindungan Hutan dan Konservasi Alam* (PHKA) agency, Ministry of Forestry (5 respondents).
2. The Halimun's office or *Balai Besar Taman Nasional Gunung Halimun Salak* (3 respondents).
3. Bogor Municipalities (2 respondents)
4. Sukabumi Municipalities (2 respondents)
5. The local communities (4 respondents)
6. Non-Government Organizations (2 respondents)
7. The corporate sector representative (1 respondent)

Appendix 2 List of Interview Questions

List of questions below is used as guidance to interview session. Another question out of this list may appear during interview with stakeholders.

A. the Halimun's National Park

1. Could you describe history of the Halimun's development?
2. How important is the Halimun to you?
3. What are the benefits of the Halimun to you?
4. What are challenges which faced by the Halimun?
5. What do you think about the future of the Halimun?
6. How you will help the preservation of the Halimun?

B. Partnerships

1. What do you think about the quality of relationships between communities-companies?
2. Did you ever involve in partnership with other stakeholder? Why and How?
3. What about the tasks division between the companies and the local communities in such partnership?
4. Where the ideas of partnership come from?
5. What is your motivation to cooperate with other stakeholder?
6. How about the sustainability of the partnership program?
7. What do you think about partnership in this area?
8. Could you describe about partnership in this area?
9. What do you think the success factor of companies-local community partnership in conservation activities?
10. How about the form of partnership?
11. How about the mechanism to realize that partnership?
12. What do you think the impact of such partnership to the companies or communities?
13. How about impact to national park?
14. To what extent the impact to biodiversity of national park?
15. What are the obstacles encountered in creating the partnership program?
16. What is the role of stakeholders in the partnerships?
17. Do you want to continue the partnership? Why?

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