

Conservation Area Management Plan in Community Empowerment Perspective (Study on Kelimutu National Park in the District of Ende, East Nusa Tenggara Province, Indonesia)

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ABSTRACT

The activities that have been performed by Kelimutu National Park Authority (KNPA) must be done in order to achieve the vision and mission. Based on the KNPA vision that Kelimutu National Park as a Nature Conservation Area Management Model Ecosystem-Based Mainland Flores-East Nusa Tenggara Through The Development of Bio-Geological and Ecotourism Science Local Culture-Based to Support Public Welfare, then one measure to judge the success of its performance could be seen from how the KNPA planned community empowerment programs around the area. The purpose of this study were to describe and analyze: (1) the process; (2) the role and interaction of stakeholders; and (3) the supporting and constraining factors of management planning of Kelimutu National Park (KNP) in community empowerment perspective. In general, conservation area management planning in KNP had led to the management planning of conservation area insightful of community empowerment but within the framework of social responsibility organization and had not reached the stage of creating shared value.

Keywords: Planning, Kelimutu National Park, stakeholders, community empowerment

INTRODUCTION

In Indonesia there are many national parks spread from Aceh to Papua. Until the year 2010 there have been 50 national parks with a total area of about 16.3 million hectares consisting of 43 units of the national park land with an area of 12.3 million hectares and 7 units of marine national park with an area of 4 million hectares, which are includes representation of all types ecosystems in seven areas of bio-geography of the islands in Indonesia, Sumatra, Java and Bali, Nusa Tenggara, Kalimantan, Sulawesi, Maluku, and Papua [1].

The existence of national parks in addition to essential in order to preserve the natural resources and ecosystems is also expected to contribute to the improvement of public welfare. This in line with the vision of the Ministry of Forestry, the Forest Management for the Public Welfare that in Fair, where one of its mission is empowering communities around the forest. Sembiring et al [2] in its research report said that conservation areas are currently under threat of damage, deterioration and exploitation efforts. Threats to the conservation area, in addition to arise from natural causes, are also due to human activities. He further said that other threats are no less substantial impact on the presence of protected areas emerged from the forest. The threat is in the form of timber extraction, clearing or poaching. However, the efforts of forest communities are not responsible for the motivation was based more fulfilling daily needs.

Based on the information as above, it means that many people living near protected areas or national parks bordering either directly or indirectly with the national park area has not been prosperous. The aim of this study were to know as follow: 1) How KNP management planning process in the perspective of community empowerment?; 2) How is the role and interaction of stakeholders in the planning process of KNP management in the perspective of community empowerment?; and 3) What are the supporting and constraining factors of the KNP management planning process in the perspective of community empowerment? The aims of this study due to the formulation as above were as follow: 1) To describe and analyse the KNP management planning process in the perspective of community empowerment; 2) to describe and analyse the role and interaction of stakeholders in the KNP management planning in the perspective of community empowerment; 3) to describe and analyse the supporting and constaining factors of the KNP management planning process in the perspective of community empowerment.

MATERIALS AND METHODS

KNPA is the Technical Unit under the Ministry of Forestry's Directorate General of Forest Protection and Nature Conservation (DG of FPNC) in charge of managing KNP. In order to achieve its objectives, KNPA

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begin by doing the preparation of planning documents. In a planning document, the vision, mission, programs and activities outlined to provide clear direction for the management of KNP within a certain timeframe. Planning in government organizations or public planning by Syafiie [3] means manufacturing setting through the decision making process regarding public events and will be held for a certain period in the future as directed in accordance with the goals set. In implementing the activities, the basis used KNPA is the Long Term Management Plan of KNPA Period 2009-2029, it has been breakdown into the Medium-Term Management Plan (MTMP) on the year of 2010-2014. While MTMP annually implemented a work plan in which there are programs, activities and details.

The activities that have been carried out by KNPA of course intends to achieve the vision and mission. Based on the vision of the Ministry of Forestry, the Forest Management for Equitable Welfare, and the vision of KNPA, Kelimutu National Park as a Nature Conservation Area Management Model Ecosystem-Based Mainland Flores-East Nusa Tenggara Through The Development of Bio-Geological and Ecotourism Science Local Culture-Based to Support Public Welfare, then one measure to judge the success of its performance could be seen from how the KNPA planned community empowerment programs around the area. Forestry Law and the Ministry of Forestry's vision implies a mandate (responsibility) that national park and forest management must consider the welfare of society in general aspect even more people around the area. However, this responsibility usually still limited normative in this case depends on the good faith of the National Park Authority. The foregoing was in accordance with what was indicated by Setyowati [4] who stated that the threat to the conservation area is very related with the maintenance and management of protected areas has been frequently assessed as less participatory, transparent, responsible and accountable. The consequences of these management scheme is less accommodation of the aspirations of the community and other stakeholders, so there is reluctance community and the parties/stakeholders to share in the responsibility to protecting the conservation area.

On the other hand we know that a lot of poor people who were around the forest area, where it was also potentially threaten the forests. According Sembiring *et al.* [2], the study of the various laws and policies of government development so far has shown that the conception of the earth, the water and the riches contained therein shall be controlled by the state and used for the welfare of the people, have not been able to the welfare of society. In this regard the empowerment of forest communities is imperative. "The data we are approximately 48.8 million people in Indonesia living in areas of state forest (forest areas around the country). Of those 10.2 million poor people and 6 million lives depend forest resources. They urgently need to be empowered," said Ir. Wikan Hartati, Head of Forestry Extension Service 2 Weekly discussion Forwahun-Pusinfo Ministry of Forestry, in Manggala Wanabhakti, this afternoon [5].

KNP conservation area is located in the district of Ende East Nusa Tenggara Province. Total area was 5356.5 hectares and includes administratively into 5 districts and 23 villages bordering the national park as well. Meanwhile, the population of 23 villages as much as 21,811 lives by 5437 the number of households where most livelihoods are farmers [6].

Bahri and Algopeng [7] stated that "..... the empowerment of communities in and around the forest is not a new thing, but not optimal ...". In relation with the opinion of Abe [8] that makes changes to achieve a better condition and more meaningful, the stage of the process to go through the planning stage, then the next phase of implementation and evaluation stages. Thus, planning was one important step in the implementation of development in this regard was to empower people around the area. Therefore, this study will try to see how the KNP management planning in the perspective of empowering people around the area.

The research was conducted using qualitative methods. Qualitative research methods in Sugiyono [9] also called naturalistic methods because research conducted on natural conditions (natural setting), whereas in the Postmodern Theory perspective, according to Frederickson and Smith [10], this study is a naturalistic inquiry. This study includes the type of descriptive research that is based on the basic question of how [11]. Descriptive study aimed to describe a situation or area specific population systematically factual and accurate.

RESULTS AND DISCUSSION

Identification of empowerment activities in the KNP management plan

From the study of documents and interviews, KNPA has had some documents related to the planning of community empowerment which is based on good term period of 20 years, 5 years, 3 years and 1 year. Kurnarjo [12] stated that planning can be arranged according to several criteria such as by period. Several documents related to the planning of community empowerment in KNP, among others:

a. Long-term Manajement Plan of KNP Period 2009-2029.

In Long-term Management Plan of KNP contained KNP vision and mission. Keywords in KNPA vision when seen from the point of view of empowerment are 'culture-based ecotourism to support the welfare of the community'. KNPA further detailing vision into mission is inextricably linked in the context of community empowerment. In the first mission and the integrity of the security system built by KNPA is a community-based security system. While the second mission, flag species management and utilization of

germplasm was also conducted in order to support cultivation. Nature tourism developed by the third mission is the local nature and culture-based approaches economy, so KNPA in developing tourism are not too vigorous holding private parties. In the third mission KNPA also organizes environmental education as a vehicle for community interaction around the region and the wider community. Science and culture that developed in the fifth mission are also based on the existing social culture around the area. The sixth mission clearly states that KNPA mission is to empower people around the area. The mission of the seven also wants the synergies with stakeholders.

From the vision and mission that is in Long-term Management Plan, KNPA further into 13 detailed action plans. Planned activities and expected an overview of the formulation to achieve the desired results. This is according to the citation Riyadi and Bratakusumah [13] on the definition of the planning of the George R. Terry stated that the plan is an attempt to select and combine the facts and making and using assumptions about the future to describe and formulate the activities necessary to achieve the desired results.

In addition to planned activities, at the Long-term Management Plan of KNP is also fixed 5 management innovations that will be held within a period of 20 years. From 5 of these innovations, one innovation that is central to the development of bio-geological science in Flores, while 4 other innovations related to community empowerment, namely: (1) development of ecotourism based on local culture, (2) domesticated germplasm for a cultivation interests, (3) environmental education innovation and (4) strengthening community participation. Especially for innovation strengthening community participation, the innovations that made KNPA when viewed from the perspective of community based Tjokrowinoto [14] is a form of people's participation in development. In other words, trying to build KNPA innovation and strengthening community participation in the management of KNP.

From the above it is the vision, mission, plan activities/innovations KNPA very concerned about aspects of community empowerment in planning the management of KNP.

b. Medium-term Management Plan I of KNP Period 2010-2014.

Based on Long-term Management Plan of KNP then in Medium-term Management Plan I of KNP there are 6 aspects to be strengthened during the period 2010-2014. The three aspects are closely associated with the planning of community participatory development of security systems, development of rural tourism and development plan buffer zone collaborative.

c. KNP Startegic Plan Period 2010-2014 and Annual Budget of KNPA 2010, 2011 and 2012.

Strategic Plan in addition to considering the technical aspects as set out in the Medium-term Management Plan also integrates with technical-political aspects of the Forestry of Ministry through the DG of FPNC. Kurnarjo [12] says that the medium-term planning is usually associated with the political needs based on the length of time the position of the authorities. Also according to the Arifin [15] said that the development in the forestry sector is an integral part of national development. Therefore, the strategic plan of KNPA should refer to higher strategic planning.

Preparation of KNP Strategic Plan 2010-2014 needed to trigger and focus on the first five years and in accordance with the policy priorities of the Strategic Plan of the Ministry of Forestry and Directorate General of Forest Protection and Nature Conservation [16]. From this it can be understood that the Strategic Plan is used as a tool to spur more and more focused and action plans based long-term neither Management Plan nor Medium-term Management Plan referenced and adapted and synergized with the policy priorities of the Ministry of Forestry and DG of FPNC.

KNPA planned community empowerment activities in the KNP Strategic Plan 2010-2014. Budget allocation plan for community empowerment activities in 2010-2014 and realization budget allocation in 2010-2012 are presented in Table 1 below.

Table 1. Plan allocation and realization KNPA community empowerment activities 2010-2014

Year	Budget Allocation Plan in Strategic Plan			Realization Budget Allocation			Difference of Realization Budget Allocation		
	Empowerment (xIDR.1000)	Annual Budget (xIDR.1000)	%	Empowerment (xIDR.1000)	Annual Budget (xIDR.1000)	%	Empowerment (xIDR.1000)	Annual Budget (xIDR.1000)	%
2010	816062	7096788	12	879462	7528683	12	+3400	+431895	0
2011	940550	7584740	12	682366	6527544	11	-258184	-1057196	-1
2012	1576000	9966970	16	976292	9053312	11	-599708	-913658	-5
2013	1881000	9836640	19	-	-	-	-	-	-
2014	1846000	9724516	19	-	-	-	-	-	-

Note: %=%Community Empowerment:Annual Budget
Source: processed data

If we look at Tables above, the percentage allocation of community empowerment did not increase from 2010 through 2012, even decreasing. If we refer to Table, based on the plans set out in the KNP Strategic Plan, the percentage allocation KNP community empowerment activities should be increased.

Graphically, % planned community empowerment in the realization of the KNP Strategic Plan with realization in KNPA Annual Budget of the 2010-2014 period can be seen in the Figure 1 below.

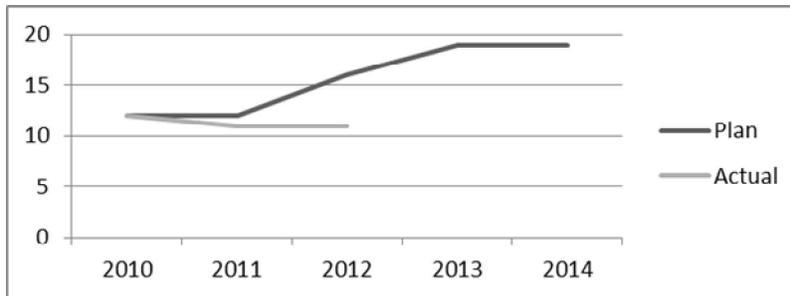


Figure 1. Percentage plan and actual empowerment budget in KNPA Annual Budget 2010-2012.

Source: processed data

Decrease the percentage of budget allocation to community empowerment on KNPA can certainly have an impact on the reduction in force and volume of community empowerment. Furthermore, the reduction in volume units and community empowerment activities can impact the performance or targets of performance indicators in particular activities related to community empowerment.

In addition, the commonly planning documents that were made by government agencies. Then KNPA also had some special planning document community empowerment include: Formation Document of Rural Forestry Extension Centres, Master Plan of CVM (Conservation Village Model) Development, Master Plan of Group Facilitation and Economic Community Improvement Year 2010-2012 (6 villages), KNP Buffer Zone Management Plan.

From the study of documents, interviews and observations community empowerment activities, then by the completeness of planning documents of community empowerment owned by KNPA, according Keban [17], when viewed from the public administration the policy dimension of KNPA been trying to make decisions for achieve the targets and goals of KNPA through community empowerment documents which essentially according to the Sharma in Zauhar [18], planning is part of the administration, even first a sub-process to be followed by the sub-process organizing, staffing, coordinating and controlling.

The documents of community empowerment that owned by KNPA is KNPA efforts to achieve the targets in the KNP Strategic Plan which Y. Dror in Riyadi and Bratakusumah [13] states that planning is a process of preparing a set of decisions to be implemented in the future aimed at achieving a particular goal.

Policy that taken by KNPA with many types of community empowerment activities that have been implemented by KNPA for KNP local communities is KNPA effort in helping to empower the community and serve the community in the form of development in terms of economy, social system culture and quality of human resources around the KNP. This is in accordance with the opinion Keban [17] that public administration has a very vital role in helping to empower communities and create democracy.

KNP management planning process in the perspective of community empowerment

The planning process community empowerment in KNPA used top-down planning approach, also using a bottom up approach to planning.

Tarigan [19] stated that the bottom-up planning, planners at the institutional level higher must accept the proposals put forward by planners institutions on the lower level. Multi-stakeholders discussion conducted by KNPA commonly also referred to public consultation. Research McCormack [20] in Canada and Tollini [21] in Brazil informed that in designing the budget in these countries, public consultation should be conducted to seek input of public opinion on budget planning. If KNPA public consultation is not only up to the preparation of the strategic plan but Annual Budgeting Plan preparing the input or opinions of stakeholders especially the community in the planning of community empowerment around the KNP is expected to be even better.

The planning process that flows from top to bottom or from bottom to top in the hierarchy of government by Wahyudi [22] is the process of planning bottom up and top down. The planning process of Long-term Management Plan, Short-term Management Plan, and Strategic Plan has worked well with the other constituent indications have attempted to participatory and collaborative; vision, mission and programs and activities are listed in the document relatively good views from the perspective of community around the KNP. The synergy

between the planning process community empowerment in KNPA with Development Planning Meeting conducted by the local government but has not been optimal.

KNPA in planning for community development activities, in addition to these activities essentially a vision of the direction of the Ministry of Forestry and KNPA own vision in order to participate in the welfare of the community, especially around the KNP are planning approach with top down technocratic and then KNPA also trying to capture the aspirations of the community approach bottom-up planning. Planning approach that has been attempted by KNPA in Wahyudi [22] and Tarigan [19] opinion, a top-down planning and bottom up, which in the opinion of Kuncoro [23], delivered that the planning system using a top down planning and bottom-up planning will ensure a balance between national priorities with local aspirations for development planning in the region.

There is synergy between the planning process community empowerment in KNPA with Development Planning Meeting conducted by the local government, although not optimal, this suggests that the participatory process is already underway in addition to the KNPA also sought through the identification of potential active Resort of KNPA in villages around the area to plan activities community empowerment. The planning process that involves the public (stakeholders) is that according Wahyudi [22] is a participatory development planning process. Synergy of stakeholders in planning and community development by Riyadi Bratakusumah [13] is essentially an effort to harmonize and align development activities undertaken by the various components of the government, private and community sectors.

The role of stakeholders in the management planning process of KNP community empowerment perspective

The role of stakeholders involved in the planning and implementation of community empowerment around KNP outlined as follows: public/community group is the target of empowerment as well as co-proposed planning activities; KNPA a budget planner at the same time facilitating community empowerment; Government (especially the Village) is director of planning and community empowerment coach; Department/Agency technical related including NGOs and universities are co-facilitator of the material and technical planning of community empowerment.

The community is the primary goal of community empowerment. Communities are formed in a group organization is expected to further ensure the success of community programs and activities undertaken. Community groups in addition to the targeted community empowerment but its role not only as an object, through the facilitation of groups capacity building conducted by KNPA, community groups is the subject of the planning community empowerment itself. Community groups who have a role as a subject in the planning of community empowerment is the actual concept as presented Soetrisno [24] that seeks to change the paradigm of empowerment was grasping centralized to a more autonomous situation by giving an opportunity to the poor to plan and then execute development programs of their own choosing.

KNPA has been performing its role by issuing guidelines KNPA scope of community empowerment through the Head of KNP Decree No.: SK.503/KNPAL-1/2008 dated June 19, 2008 concerning the Decision of the KNPA Number: SK.374/KNPAL-1/2007 on Guidelines implementation of Community Empowerment KNPA scope. From the strategic dimension of the policy then KNPA been trying to do his part by issuing instructions or by the empowerment Keban [17] providing or creating democracy through the ministry of public administration.

With the respective roles of different stakeholders mentioned above, the most important thing is how there are coordination among stakeholders in order to plan community empowerment can work well. There are several reasons that need to be known and understood in terms of assessing the need for coordination in planning, namely: (1) coordination in planning is indispensable as a logical consequence of the different activities and interests; (2) activities and also bring different interests logical consequence of the existence of functional responsibilities differently; (3) there are institutions, agencies, institutions that perform the role and function of each; (4) there are elements of centralization and decentralization undertaken in the development process involving central and local institutions; (5) coordination is a tool as well as an attempt to perform alignment in the development process, so it will create a harmonious activity, synergy and harmony to achieve a common goal [13].

The interaction of stakeholders in the management planning process of KNP in community empowerment perspective

Planning of community empowerment will run well when appropriate roles among stakeholders together each corresponding duties and functions. Interaction between stakeholders has led to occur in the context of a partnership between KNPA, communities, local governments, and agencies/other agencies including academics and NGOs. Abe [25] found that the interaction of the partnership is one of the trait or a democratic participatory planning which is derived from the values and priorities in order to achieve the objectives of planning rationality and rational market socio-political.

The interaction can be realized if the partnership has significance because one party to the other party as a partner each position. Between one another which position no higher and no one position below but parallel to one another and to the success of planning the implementation of community empowerment. Bond forged partnerships with rural communities must be easy to continue to be a family if the parties interact intense. Surely this will make it easier to build confidence for the programs or empowerment activities conducted by KNPA. But from interviews and observations and studies document the stages of interaction among stakeholders especially communities can not be said to have reached the stage of partnership but has led in the context of partnership. According to Arnstein [26], the participation rate is still below the typology partnership that is included in the typology of placation (referral) because people have started to have some effect although some things still remain to be determined by those who have power.

Interaction among stakeholders in order to empower the community planning that happens is the coordination between the various components in order to align development activities. Riyadi and Bratakusumah [13] suggest that coordination in development is essentially an effort to harmonize and align development activities conducted by various components, including government, private and community sectors.

Supporting factors of KNP management planning in community empowerment perspective

In general, the factors that support the empowerment of communities in the KNPA management plan are:

- a. Vision, mission, and policy insightful community empowerment.

We need to know that the Ministry of Forestry Republic of Indonesia currently has eight priority programs. One of the priorities of the program is to empower forest communities. Launching programs Ministry of Forestry priority must be followed by the organization under the auspices of the Ministry of Forestry, including KNPA. Regulations that related to community empowerment is relatively complete. Relatively complete of regulations will make it easier for community empowerment planning. According to Riyadi and Bratakusumah [13] rules or policies that are used as foundation/based implementation of development planning system used is a factor that can affect the success of a program planning.

- b. Indicators performance of the activities contained in the Strategic Plan of KNP pro-empowerment.

KNP Strategic Plan 2010-2014 contains 11 benchmarks of successful performance management of KNP with the realization of some things that become important targets. There are four measurements of success KNP management performance in terms of the empowerment of communities, namely: (1) development of community-based security system to ensure the security and integrity of the region at 5-6 villages development priorities are cored Pam Swakarsa (Spontaneous Security) power and supervisor by National Park personnel; (2) in full operation region in the area of agro-ecotourism buffer zone of KNP as a form of national parks buffer zone management model to support improved community economy of KNP border areas, such as tracking a particular interest 6.3 km, practice agroforestry (6.3 ha) and the development of organic farming; (3) the operation tracking of special interest to the summit of Kelimutu as far as 4.8 km in the area of cultural tourism in Central Wologai Village, Detusoko Sub-district; (4) the development of the border village of five priority areas as rural economic development and the conservation of productive clusters as well as a Kelimutu tourism development. Therefore, in carrying out the planning of KNPA community empowerment should be more encouraged and focused on the four benchmarks the performance success.

According Kunarjo [12] that the degree of flexibility of planning can be categorized into the planning perspective and indicative planning, in the perspective of planning done as if to follow what is written. Using input-output analysis, the objectives and defined variable will be followed. While the indicative planning, targets will be achieved is an indication to be desired. With the establishment of The Performance Indicator (Indikator Kinerja Kegiatan/IKK) as targets in the Strategic Plan of KNP, then plan on KNPA including indicative planning.

KNPA targeting IKK set aside in order to achieve the vision and mission of KNPA also in support IKK of DG of FPNC more general course. So in addition to bringing innovations in planning KNPA also intends to plan a more general success of both the DG of FPNC and Ministry of Forestry. According to Tarigan [19] the types of planning can be seen from the allocative planning and innovative planning. The strategic planning is done KNPA in this case including the planning of community, a kind of joint planning between allocate planning and innovative planning.

- c. The main document is to accommodate the program planning/community development activities and even comes with a special document of community empowerment planning that has been attempted is made with a top down approach and bottom-up planning.

Planning of community empowerment implicit in KNPA management documents ranging from document Long-term Management Plan, Medium-term Management Plan I, was also in the KNP Strategic Plan. These documents clearly implied empowerment programs and activities sufficient coloring KNP management plan as a whole. In addition to the main document management planning, KNPA has also

completed with planning documents specifically empowerment, among others: Mater Plan of Facilitation and Economic Community Improvement Group 2010-2012 in 6 villages, Master Plan of Development Model Village Conservation in 2 villages, KNP Buffer Zone Management Plan for 5 villages. Completeness of documents empowerment will make it easier for managers to plan for community empowerment because there is already referred to.

Constraining factors of KNP management planning in community empowerment perspective

Munir [27] said that good planning will greatly influence the success of a development; therefore in development planning should consider various factors that may have implications for the success or failure of the implementation of the development.

The main factors that hinder community development planning in KNP can be concluded because:

- a. Strategic Plan has not fully become a reference in the preparation of the Budget Implementation Checklist (DIPA), so that the activities of the DIPA yet fully support the achievement of specified performance Strategic Plan. This happens because of inconsistency in budget allocation empowerment even in some activities there are indications of Agency Theory practices in budgeting.

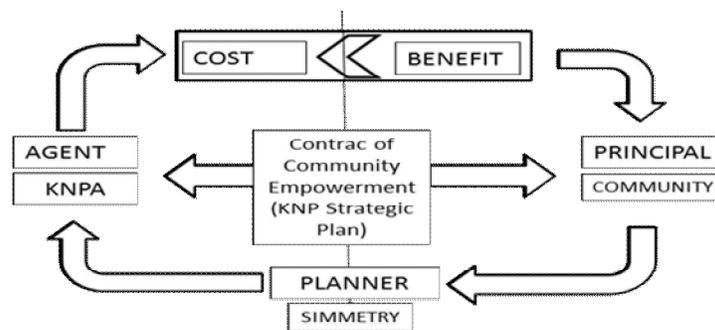
Strategic allocate community development from year to year by the percentage of its budget allocation increased but the realization of the KNP DIPAs, percentage allocation of community even decreased. The existence of these plans is not followed consistently by Handoko [28] is one of the causes of lack of planning.

Non-compliance with budget allocations of community that has been planned in the Strategic Plan has been pointed Dimock, et al [29] that addressed the issues in the planning of the government because government planners still include a subjective analysis of the planner and the implied interest.

Interest implicit in the planning of community on KNP could be seen from the point of view of Agency Theory. In planning of KNP community empowerment, community empowerment activities that existed at KNP Strategic Plan can be considered as a contract between the communities (principals) which mandated KNP (agent) to implement community empowerment as the agreement contained in the contract documents (KNP Strategic Plan). Problems in the relationship between the principal and the agent may lead to unbalance information (asymmetrical information) as agent (KNP) in a position that has much more information about the company/contract than the principal (the public). With the assumption that individuals act to maximize self-interest, then the information asymmetry that will push its agent (KNP) to "hide" some of the information is unknown principal (society). In conditions such asymmetry, agent (KNP) can affect budget planning community empowerment.

The figure below shows the relationship expected to Agency Theory in the planning of community empowerment KNP under symmetry and asymmetry.

Budget planning for community empowerment in KNP in 2010 still adhere KNP Strategic Plan. This occurs because the year 2010 is the year of the beginning of the Strategic Plan of the KNP. Information between the principal and the agent are still relatively symmetry that is ideal picture of Agency Theory as the image below.



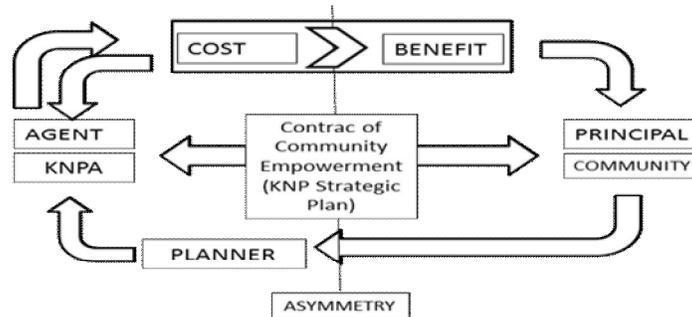
Source: processed data

Figure 2 Diagram of Agency Theory in Community Development Planning by KNP in Ideal.

The contract is made between the principal (the people/community) and agent (KNP) should run in a balanced, professional, and not compromised by a desire for private gain. Planners are due to the function as a planner that is not compromised by other desire than the technical planning of community empowerment in order to run properly. If the planning process of community empowerment in accordance with the contract (KNP Strategic Plan), the greater the benefits will be received by the public is entitled.

This happens partly because it takes a small cost, can be suppressed and not flow back to the agent (KNPA).

However, it is different if that happened was the opposite, as the picture below.



Source: processed data

Figure 3 Diagram of Agency Theory in Community Development Planning by KNPA (not ideal)

The contract is made between the principal (the people) with agents (KNPA) running unbalanced, unprofessional, and infiltrated by the desire or intention. Planners should be a good planner does not actually perform its function as a good planner and helped oversee community development budget as contained in the KNP Strategic Plan to be realized until DIPA minimal as planned. Plus, if the implementation of community empowerment plan no further regulations guidance, the benefit to be received by the people do not even get anything. This happens partly because the required agent cost is huge, wasteful and not flows back to the principal even flow back to the agent (KNPA). Incidence is more pronounced if the planner bandwagon to take advantage of the non-compliance of community planning at KNP Strategic Plan. The imbalance of principal and agent in the planning of community development can hinder the achievement of performance targets community empowerment.

The discussion above will be clarified by looking at Table 1 and Figure 1. Based on Table and Figure 1, for 2010 it is known that % allocation of funds for community empowerment does not change significantly, but its realization was increased. The increasing on the budget of community empowerment was IDR. 63,400,000 and did not significantly alter % budget allocation for community empowerment but it certainly would be beneficial for community empowerment. Planning of community empowerment conducted by KNPA in 2010 went well.

In 2011, % allocation of funds for community fell 1% of the plan. If it was multiplied by the realization of DIPA IDR 6,527,544,000 were IDR. 65,275,000. This means that if KNPA consistent that has been planned then there is IDR 65,275,000 which can be used for community empowerment. Funds for community empowerment activities in 2011 on average each activity requires IDR. 62,033,273. This means that at least KNPA have reduced one of the volume or type of community empowerment.

Percentage of budget allocation in 2012 was to empower people much decreased level of 5% of the plan. If 5% is multiplied by the realization of DIPA 2012 IDR. 9,053,312,000 the community empowerment budget diverted by KNPA from initial plan was IDR. 452,665,600. Community empowerment activities on average per activity were allocated a budget of IDR. 54,238,444. This means at least KNPA have reduced 8 of the volume or type of community empowerment.

The inconsistency of KNPA in allocating of community empowerment budgets that is not according to plan though certainly is not a consequence of financial allocation violations but at least it will affect the achievement of performance KNPA particularly related to community empowerment. It also shows that community empowerment has not been a priority in the management of KNP.

- b. The process of identifying potential targets rural community empowerment is still weak in terms of human resources and to identify socio-cultural.

In identification the potential of rural community empowerment object, KNPA officers usually more focused on the potential of natural resources owned by the village, while the potential of human resources and social culture of the village tend to escape observation that there are activities that are going on in terms of resource potential nature is very supportive but less human resources. Muchdie *et al.* eds. [30] states that the actual development not only depends on what the local people have, but what they can do with what they have.

Activities performed less attention to aspects of the relationship between natural resources with human resources and a lack of social culture, will lead the planning in an effort to improve human resources and social culture is also less. As a result, even though a lot of natural resources that human resources are less touched by the attention which was more and paying less attention to the social and cultural

empowerment activities. That are all usually planned to be less successful. According to Riyadi and Bratakusumah [13] suggests that environmental factors such as social and cultural as can affect the success of a program planning.

Therefore, in order to obtain accurate data before planning a rural community empowerment, to do a thorough identification of the potential of the human resources aspects, the potential of social, cultural, and natural resources of the village.

According Kartasasmita [31] one of the causes of failure of planning is due to inaccuracies in the planning information obtained incomplete. Incompletely of information especially in the cultural aspect by Saraswati [32] stated that the consideration of aspects of the local culture is a potential alternative for local involvement in the planning area. According to Saraswati [32] that the basic theory is premised thought put aspects of local culture in the planning paradigm is post positiveness, plot postmodern planning theory, and specifically into the category of communicative planning theory and collaborative planning. Serageldin and Steer in Budiharjo and Sujarto [33] and Bandarin et al [34] also found that the human capital stock and cultural give an important contribution to development.

When viewed from the side of the supporting factors of KNP management planning process in the perspective of empowerment, it seems KNPA seek to realize the vision of the KNP management plan in which the primary goal of community conservation areas surrounding sustainable and prosperous society can be realized together. Borrowing from the term of Porter and Kramer [35] KNPA strive to create value together (creating shared value).

Porter and Kramer [35] are thinking even thrive in the business realm but also applied in the realm of applied public administration, especially how the strategy of the organization (in this case is KNPA) in order to empower communities.

However, if you look at the constraining factors of the KNP management planning process in the perspective of empowerment, then what was planned by KNPA still at this stage in the framework of the fulfilment of social organization (KNPA) to the surrounding community or region by Porter and Kramer [35] stuck in the mindset of 'social responsibility' or 'stuck in a' social responsibility' mind-set.

CONCLUSIONS

Planning community empowerment at KNPA contained in several documents related to the planning of community empowerment both general documents (Long-term and Medium-term Management Plan, Strategic Plan and Annual Budget) and specific documents (Formation Document of Rural Forestry Extension Centres, Document of Conservation Village Models, Master Plan of Group Capacity Building Facilitation and Improvement of The Local Economy, and Development Plan of Collaborative Buffer zone), both long-term, medium-term or short-term period of time was based on either a period of 20 years, 5 years, 3 years and 1 year.

The process of community empowerment planning in KNPA than using a top down approach, it was also done with a bottom up planning, where the presence of a bottom up planning, the planning of community empowerment programs aspirational enough. In addition, the planning of community empowerment had also been pursued in a participatory and collaborative, although still within the framework of fulfilling social responsibility organization or direction of policy of the Ministry of Forestry, the emphasis had not reached the stage of creating shared value strategies. However, the mechanism of top-down planning and bottom-up, participatory, and collaborative and occurs relatively well in the process of developing a long-term management plan and medium term, while in the process of drafting the document short-term planning and implementation planning, bottom-up planning mechanism, and participatory planning and collaborative yet optimal. Although not optimal, the synergy between community empowerment planning process undertaken by KNPA and implemented of Development Planning Meeting by local governments.

Stakeholders involved consists of 4 main elements to their respective roles in the planning and implementation of community empowerment around KNP outlined as follows: (1) KNPA as a budget planner at the same time facilitating community empowerment activities; (2) public/community groups were goal of community empowerment as well as co-proposed planning activities; (3) Local Government (especially the Village) was director of planning and community empowerment coach; (4) Department/Technical Agency related including NGOs and universities are co-facilitator of the material and technical planning community empowerment. When viewed from the perspective of good governance is the main element of the role of government and the public, while the private sector has not seen its role in the context of community planning around the KNP. Meanwhile, the role and interaction of stakeholders in the planning process in the perspective of the management of KNP community empowerment was at the stage placation (referral) but were up in the context of partnership.

The main supporting factors of KNP management planning in community empowerment perspective were: (1) vision, mission, and policies pro-empowerment; (2) performance indicators of activities contained in the Strategic Plan of KNP pro-empowerment; (3) the main planning document is to accommodate the program /

community empowerment even comes with specific planning documents that have been attempted empowerment made with a top down and bottom up planning.

The main containing factors of KNP management planning in community empowerment perspective were: (1) Strategic Plan has not fully become a reference in the preparation of Annual Budget planning, so that the activities of the KNP Annuan Budget yet fully support the achievement of performance set forth in the Strategic Plan particularly in terms of community empowerment; (2) The process of identifying potential targets rural community empowerment was still weak in terms of human resources as well as the identification of socio-cultural.

In general, conservation area management planning in KNP had led to the management planning of conservation area insightful of community empowerment but within the framework of social responsibility organization and had not reached the stage of creating shared value.

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