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## **Deliberative Governance Principles in Forest Areas Management with Special Purposes**

### **Abstract**

Apart from having educational and development goals, the management of Diponegoro University's Wanadipa Special Purpose Forest Area (KHDTK) also aims to carry out sustainable forest use activities. The management carries out efforts to achieve these goals through a deliberative governance approach, including public consultation. However, the management is not yet satisfied with the results, considering that the community around the forest has not participated well in managing the KHDTK. Therefore, this research aims to analyze deliberative governance in KHDTK forest management by testing three deliberative governance criteria: representation, participation, and deliberation process. This approach is a collaborative effort between managers of Special Purpose Forest Areas (KHDTK) and farming communities around the forest. Mixed research methods were used in this research, with a concurrent embedded model. The qualitative research approach uses key informants as data sources, while quantitative research uses respondents consisting of forest farmers. The results of the research show that KHDTK forest management based on aspects of representation, participation, and deliberation has not run optimally. Therefore, it is recommended that intensive and open communication between KHDTK managers and forest farming communities be improved in KHDT forest management, which will provide benefits to both parties.

### **Keywords:**

deliberative governance principles; representation; participation; deliberation; forest area management

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## Introduction

Participatory democracy has been one of the most successful types of democracy in recent decades, especially when applied to local government. It refers to a set of mechanisms that enable direct involvement of the public in government affairs, designed to complement and enrich the tools of good representative democracy. Democracy without participation will not be legitimate, democracy without representation will be ungovernable, and democracy without deliberation will be unstable and unpredictable (Oliveras, 2014). Forest management really needs deliberative governance considering that forest managers, in this case the government, can only work with involving communities around the forest, as well as involving other parties with an interest in the forest.

Wanadipa UNDIP Special Purpose Forest Area (KHDTK) is one of the forests located in part of the Penggaron Forest Area in East Ungaran District, Semarang Regency with an area of 99.65 ha (Kusuma et al., 2022) Forest Area with Special Purposes, hereinafter abbreviated as KHDTK, is a forest area that has a special and specific purpose. KHDTK according to Law Number 41 of 1999 concerning Forestry and Regulation of the Minister of Environment and Forestry Number P.15/Menlhk/Setjen/Kum.1/5/2018 concerning Forest Areas with Special Purposes consists of KHDTK Forestry Research and Development which aims for research purposes and development of the forestry sector, KHDTK Forestry Education and Training which aims for educational and training purposes in the forestry sector, and KHDTK Religion and Culture which aims for religious and cultural interests. KHDTK can be managed by a university, forestry research institution, forestry education and training institution, traditional community institution, and religious institution (Jinarto et al., 2020).

KHDTK interacts directly with the community in Susukan Village, Kaligawe Hamlet, and the Mluweh Village community in Kalilateng Hamlet, Mluweh Village. Residents in this hamlet have had a lot of interaction with the KHDTK area. So community participation in these two hamlets is very much needed to smoothly achieve the KHDTK goals. The participation intended in relation to KHDTK management is democratic participation, namely through a deliberative governance approach. Deliberative Governance itself is inspired by democratic theory which emphasizes the importance of deliberation in collective decision-making (Hendriks, 2009).

Based on the research conducted by Tando et al. (2022) it shows that some efforts through collaborative governance are a mechanism for good forest management including building a community forest in collaboration with a state forest company. It was also emphasized that

the Collaborative Forest Management Program (CFMP) not only involves the government and the private sector but also the local community as a form of good collaboration. On the other hand, the existence of this CFMP is dependent on regional policies or decentralization of who is the authority of the region (Assuah et al., 2016; Andriyana & Hognl, 2019 Tando et al., 2022).

Deliberative democracy offered by Jurgen Habermas may be a solution option in resolving the problem of democracy, namely a democratic model that is politically expected to be able to explain the dynamics of political communication in a democratic country. Habermas's criticism of democratic life so far is that the communication found in a democratic country cannot yet be realized. The communication referred to in this context is communication between society and leaders/government (Moh. Asy'ari Muthhar, 2020). Therefore, it makes sense that Hubermas suggests using the public sphere. The public sphere is the realm of social life in the form of a space/place/arena/for the public interest. Every person or all citizens is guaranteed access to these public spheres. It is also through the public sphere that democracy can find people as citizens and constituents who are aware of their rights and obligations. Policy is realized through joint consensus, ideally decided based on the best arguments.

Public Deliberation comes from the word deliberation which means consultation, a process of considering existing options carefully, thoroughly, and involving all parties to reach a solution. Gastil (2008) wrote several descriptions of the word deliberation.

- 1) Deliberation begins when the public forms basic information that is in-depth and accurate so as to ensure that all citizens understand the problem clearly.
- 2) The public identifies and determines priorities regarding what values are related to an issue being discussed.

- 3) The public identifies solutions on a broad scale that might be able to solve the problem.
- 4) The public carries out a process of weighing up the pros and cons by applying science systematically to achieve several alternative solutions to problems.

These four descriptions show that deliberation is a process of public decision-making on an issue that develops based on a deep level of understanding of the issue and through a long discussion process. In this way, deliberation is not only placed within the framework of political science in decision-making, but is also related to the process of social communication. This social communication is carried out by the public, which is why in its development the word deliberation is also associated with the word public.

Deliberative in this article refers more to public participation in decision-making. Where the intended public participation has not been fully achieved, it is pseudo-participation. Sherry Arnstein (1969) in a book entitled Ladder of Citizen Participation attempts to explain the conditions of participation through an illustration of eight "steps" (Manipulation, Therapy, Informing, Consultation, Placation, Partnership, Delegation, and Citizen Control). Where several models of participation to be wary of include:

- a. Participation that is manipulative, which only places elements of society in cooperation that is merely coaching or public relations.
- b. Participation places citizens as parties who must be treated because of their lack of personal capacity and access to information. For example, citizens who report the impact of certain policies, instead of having their reports completed, are referred to other institutions whose job is to manage complaints.
- c. Participation places citizens as targets for information. Although the information initiative must be appreciated, the mechanism is still one-way and not dialogical. The information provided is still only on the

surface and has not been attempted to solve the problems experienced by residents.

Various opinions show that community representation in determining policy or even the formation of laws and regulations is still pseudo-participation and does not occur and the communication carried out is still one-way and there is no discourse between the representative institutions and those they represent. Cook et al., (2007) wrote three principles regarding public deliberation as follows:

**First**, public deliberation is a tool to educate and train citizens. The function of education in this case is to shape citizens into citizens who are well-informed, enlightened, and have attitudes that are not easily manipulated. Apart from that, the deliberation system trains citizens to generate a sense of trust in political institutions and their fellow citizens.

**Second**, participation in public deliberation is seen as a tool to build citizen morale. The morals of these citizens are built and tested, especially when they are discussing a common issue. In this discussion, there will be a battle of interests and values that they must decide together. In this way, citizens are trained to accept that there must be decisions that are not only good for a few people but are for the good together.

**Third**, public deliberation is seen as a unique mechanism for producing joint decisions. Public deliberation is used as a method for discussing and negotiating issues to produce decisions. This method is considered capable of breaking traditions, so it is considered different.

### **Deliberative Democracy**

Despite the transformed interest in governmental institutions' deliberative capacities and functions, more scholarly attention has focused on deliberation among a democratic citizenry than its elected representatives. In the research revealed by Rafinzar & Khairunnas (2023), village policy planning using the principles

of deliberative democracy has limitations such as the community being limited to the paradigm of proposing priorities that focus on infrastructure development, the implementation of deliberations where community involvement is still general in nature, namely the hamlet community does not consider other community groups, and the intensity discussion forums that have not been provided by stakeholders to convey village development aspirations, similar with following concept of deliberative democracy developed by Gutmann & Thompson (2004), where there are four types of characteristics of deliberative democracy. The first characteristic refers to the availability of space for the public in various forms to take part in decision-making. The second characteristic relates to the accessibility of all citizens to the process of providing healthy considerations. The third characteristic is that this process aims to produce a binding decision over a certain period of time. The fourth characteristic relates to the dynamic process, as well as decisions that depend on the dialogue carried out. Of these four characteristics, it can be said that democratic deliberation is a form of government that has free and equal citizens, in this context it means expressing opinions. Within this government, discussions are found where decisions are taken based on dialogue held by the public. Fatkhurohman (2011) also stated that in deliberative democracy there are three main principles:

- 1) Deliberative principle, meaning that before making a decision it is necessary to carry out in-depth considerations with all related parties.
- 2) The principle of Reasonableness, meaning that in carrying out joint considerations there should be a willingness to understand the other party, and the arguments put forward can be justified rationally.
- 3) The principle of freedom and equality of position, meaning that all parties involved

have the same opportunities and have the freedom to express their opinions and ideas openly and are willing to listen.

Hence, every policy taken should be born from deliberation, not forced. Deliberation is needed to achieve a resolution of a conflict of interest, so a fair process is needed to obtain majority support for a public policy.

### **Deliberation Process**

Deliberative democracy, which is related to the deliberative process, emphasizes the quality of the process over the outcome of decisions, seeking to secure the public or common good through reason rather than through political power (Eagan, 2016). Deliberative democracy and the deliberation process are intricately linked, forming the core of a democratic model that prioritizes thoughtful discussion and inclusive decision-making. Deliberative democracy posits that the legitimacy of decisions is enhanced when citizens engage in open and informed dialogue, moving beyond simple voting mechanisms to embrace a more nuanced and participatory approach (Witte, 2021). The deliberation process, as a critical component of this democratic framework, involves citizens coming together to discuss and deliberate on issues of public concern. During deliberation, individuals share diverse perspectives, present evidence, and exchange reasoned arguments. This process is not merely a forum for expressing preferences but aims to foster a deeper understanding of complex issues and their potential impacts. The quality of deliberation is paramount, emphasizing fairness, inclusivity, and the collective pursuit of well-informed decisions. Deliberative democracy recognizes that decisions reached through such a process are not only more legitimate but also reflect the considered judgments of an engaged and informed citizenry. In essence, the relationship between deliberative democracy and the deliberation process is characterized by

a mutual dependence, where the latter serves as the mechanism through which the former realizes its ideals of informed, participatory, and fair governance. To achieve an ideal deliberation process explored by Habermas (1996) in Coleman & Blumler (2009) there are four conditions needed. These four conditions are essential for a deliberation process, therefore if you want the process and results of deliberation to be good you need to pay attention to these conditions. These four conditions are:

- 1) Everyone must be able to convey their own ideas openly and at the same time be able to provide criticism of other ideas.
- 2) The concept of power, which is associated with social status, must be removed.
- 3) Arguments based on a tradition or dogma must be raised.
- 4) A truth must emerge from consensus

Interactive discussion activities are the main thing in the deliberative process, where interactive discussion activities are to discuss socio-political issues to find solutions. The purpose of this discussion activity must be conveyed, each party is allowed to express an opinion, and decisions are taken by consensus, containing clear arguments. Deliberative processes are based on a structure that integrates technical expertise, regulatory requirements, and public values. In the context of deliberative democracy, both elected officials and the general public are encouraged to use deliberation as the basis for their vote, rather than a power struggle. Deliberation can involve face-to-face discussion, the implementation of good public policy, decision-making competence, and critical mass. It is a communicative process to find solutions to given problems, and it can be used in a variety of participatory democratic innovations. Deliberative democracy involves those affected by a decision coming together to discuss the respective matter under conditions of fairness, freedom from domination, equality, and reciprocity.

## Deliberative Governance

The debate regarding the implementation of governance occurs when the involvement of actors in public policy is neglected, community participation is abandoned or perhaps the policy agenda has been predetermined with elitist & academic considerations. As stated by Hajer, (2003) the main idea behind deliberative governance is that policy-making requires a space where various institutions, groups, activists, and citizens can come together to consider pressing social issues. Such spaces may be spontaneous bottom-up networks of ongoing interactive arrangements, such as collaborative dialogues and neighborhood councils (Booher & Innes, 2003; Fung & Wright, 2001).

A term close to deliberative governance is participatory democracy, which has become one of the most successful types of democracy in recent decades, especially when applied to local government. Habermas' offer regarding the public sphere is very valuable, deliberative governance is that policy making requires a space where various institutions, groups, activists, and individual citizens can come together to discuss urgent social issues. The public sphere is a network of spontaneous bottom-up, ongoing interactive arrangements, such as collaborative dialogue, or can be a highly structured deliberative design. Dryzek (2011) in a book entitled 'Foundations and Frontiers of Deliberative Governance' said that the public sphere in the context of governance is empowered to discuss problems, ideas, solutions, and agreements between various elements of the nation.

The existence of a participatory democratic model does not mean that other models can operate without participation. Participatory democracy can be thought of as a set of three key elements that must coexist: representation, deliberation, and participation. The proportions, combinations, and specific positions of these elements may vary, but they will never disappear

completely if a regime is to remain democratic. Democracy without participation will not be legitimate, democracy without representation will be ungovernable, and democracy without deliberation will be unstable and unpredictable (Oliveras, 2014). The notion of "democracy" is frequently expressed in the form of many paradigms. The nine varieties of democracy proposed by Held, (2006) are among the most often mentioned in recent. Democracy may manifest in ways that no one can predict using formulae or models. It is difficult to provide an empirical definition of democracy. Furthermore, debate frequently focuses on abstract reasoning that is only distantly relevant to the political reality we want. Democracy, on the other hand, runs the danger of being unduly simple and biased. Minimize items that are instantly obvious to be the core issue. In other words, reconsidering three perspectives on democracy in a way to respond to the deliberation process in forest management:

- 1) Representation: The citizens' possibility to accommodate group opinions and interests
- 2) Participation: The process must be representative of the population and inclusive of diversity of viewpoints and values, providing equal opportunity for everyone to participate
- 3) Deliberation: The process must provide open dialogue, access to information, respect, space to understand and reframe issues, and movement toward consensus.

Research using a case study of Wanadipa Undip management provides a real illustration of how deliberative governance is actually carried out. Bearing in mind that the management of Wanadipa involves elements of society and the business world in achieving its goals. The KHDTK final report (2021) provides an explanation that there are still many people in the KHDTK area who do not understand the presence of KHDTK and Diponegoro University's plans for managing KHDTK in the future. Preliminary data from interviews shows that the *pesanggem* (people

who are willing or able to assume responsibility for working on land through a contract with Perhutani or State-Owned Enterprise of the Republic Indonesia which responsible for forestry sectors) farming community has not carried out the process of involvement in the development of KHDTK properly, for example shown by their attitude of paying more attention to their rights than the obligations that must be given to KHDTK. Therefore, this research is intended to answer the question of whether the development of KHDTK Wanadipa Undip has been based on the concept of deliberative governance by examining three aspects of deliberative governance, namely representation, participation, and the deliberation process.

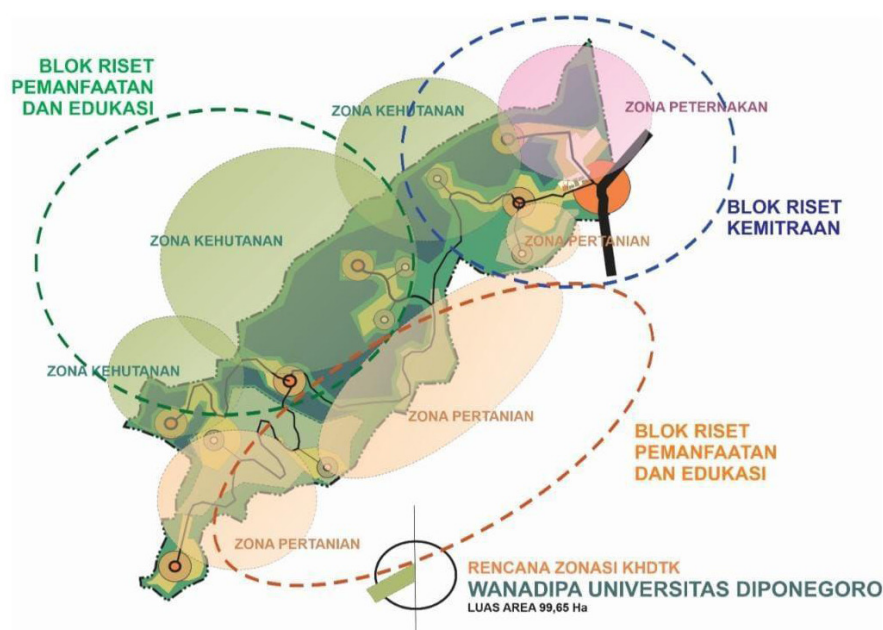
## Methods

A mixed-method approach was chosen and an Exploratory Sequential Design was used. The use of this method is needed in order to strengthen research results because using only qualitative data cannot describe the level of community participation in forest management. We adopted an Exploratory Sequential Design to achieve research objectives and qualitative and

quantitative approaches were applied sequentially (Creswell & Plano Clark, 2018; Weyant, 2022). Exploratory Sequential Design helps researchers to build an exploration that supports the results of qualitative analysis and is followed up with testing for initial generalization of the research results. As a result, the research design was able to bring the research results to produce a comprehensive study related to deliberative governance in the management of KHDTK Wanadipa.

Wanadipa UNDIP Special Purpose Forest Area (KHDTK) is divided into 5 blocks, namely the Research-Education Block covering an area of 35.05 Ha, the Research-Partnership Block covering an area of 25.21 Ha, the Rehabilitation-Agroforestry Block covering an area of 20.77 Ha, the Utilization and Eco- eduwisata covering an area of 9.50 Ha, and a Special Conservation Block covering an area of 9.12 Ha. These blocks have different characteristics in terms of shape and landscape, land cover, and social, cultural, and economic aspects.

The qualitative approach in this research is used to explore and analyze categorical data originating from key research informants. The researchers conducted in-depth interviews with



**Figure 1. An overview of the block division**

Source: KHDTK Zoning Plan (PT Permada Nusantara Hijau Yogyakarta, 2021)

KHDTK Wanadipa managers, village government, and village communities separately. Open questions were asked to key informants to explore information related to deliberative governance in the management of KHDTK Wanadipa. To maintain data quality, triangulation was carried out by conducting in-depth interviews with the Manager of KHDTK Ngandong Getas, Faculty of Forestry, UGM, and the Manager of KHDTK UB\_FOREST, Brawijaya University. This was done to gather information as research findings about what principles of deliberative governance encourage the community to manage KHDTK Wanadipa.

In the quantitative approach, the researchers use it to obtain numerical data. A list of questions to measure items from the principles of deliberative governance is proposed. We surveyed village communities. In collecting quantitative data, researchers took a sample of 60 respondents from two hamlets, namely Kaligawe Hamlet, Susukan Village, and Kalilateng Hamlet, Mluweh Village, where the sampling technique used purposive random sampling. In the process of processing numerical data, we organize survey results into files. Then we process it to select outlier data to ensure data normality. After the selection was complete, we processed the data again and presented it in a table for descriptive analysis. Therefore, the presentation of numerical data is a summary description of the research that has been carried out. So, Data analysis was carried out using a concurrent mixed method using a concurrent triangulation strategy (Cresswell, 2018)

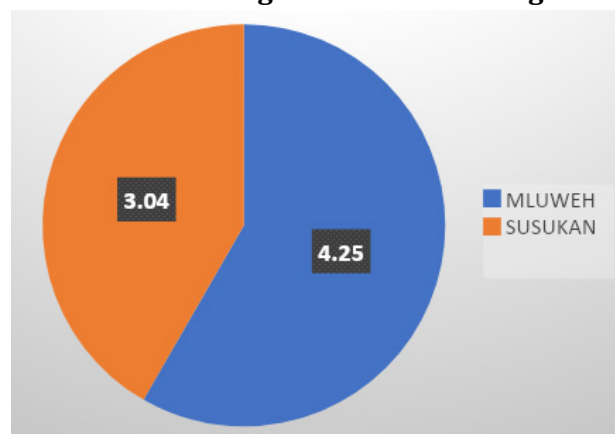
## Results and Discussion

From an administrative aspect, the Wanadipa KHDTK area of Diponegoro University is located in the administrative area of Susukan sub-district, East Ungaran District, Semarang Regency. However, if we look at the community's interaction with KHDTK, there are two community groups, one community group is in Susukan Village, and

the other community group is in Mluweh village. The name of the hamlet is Kaligawe, Susukan Village, while Mluweh village is Kalilateng hamlet. The residents of these two hamlets have had a lot of interaction and dependence on the KHDTK Wanadipa area of Diponegoro University for the fulfillment of their daily lives.

As an illustration of the research location, the following demographic data can be shown.

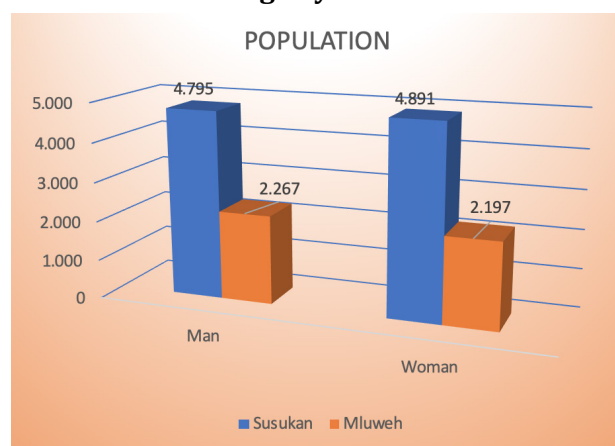
**Diagram 1.**  
The area of the research location  
Susukan Village and Mluweh Village



Source: East Semarang District in Figures for 2023

The area of Mluweh Village is larger than Susukan Village, but the population is greater in Susukan Village. This can be seen in the following diagram,

**Diagram 2.**  
Total population of Susukan Village and  
Mluweh Village by Gender in 2023



Source: East Semarang District in Figures for 2023

The quality of human resources will influence society's ability to absorb and respond to new knowledge introduced in development programs. If you look at the education data in Susukan sub-district and Mluweh village, it is very varied. However, it can be shown that the quality of education of the residents of the Susukan sub-district is better than the level of education taken by the residents of Mluweh village.

Many institutions have been experienced in managing KHDTK, especially under higher education institutions, meanwhile, most of them are not completely clear on how the community could participate. This research shows the implementation of deliberative governance principles in forest management with special purposes at Wanadipa, Diponegoro University is analyzed in three criteria for democracy in the deliberation process, (1) Representation: accommodate group opinions and interests; (2) Participation: The process must be representative of the population and inclusive of a diversity of viewpoints and values, providing equal opportunity for everyone to participate; (3) Deliberation: The process must provide open dialogue, access to information, respect, space to understand and reframe issues, and movement toward consensus (Ramon Canal Oliveras, 2010). The research results are described below.

## 1) Representation

Representation is a term that has various meanings based on the context in which it is used. Representation can refer to acting or speaking on behalf of something represented. For example, in the context of managing KHDTK Wanadipa Undip, there is a public space that can accommodate representatives of forest farmer groups who will voice the interests of forest farmers.

Achieving the goals of KHDTK, especially in developing KHDTK for forest development and sustainability, has involved collaborating with stakeholders (community, private sector & academics). This shows that KHDTK has attempted to accommodate the opinions and interests of stakeholders, although the results are less than satisfactory, especially regarding collaboration with the community.

To accommodate community opinions and interests, it can be stated here that before the presence of KHDTK, in the study area, there was a community institution called the Forest Village Community Institute (LMDH). This institution was formed by Perum Perhutani to carry out a partnership with the local community. However, this institution is not running and the public does not even know about the existence of this institution (PT Permada Nusantara Hijau Yogyakarta, 2021). Therefore, after receiving a

**Table 1.**  
**Susukan and Mluweh villages/sub-districts based on education level**

No	Education Level	Village			
		Susukan	%	Mluweh	%
1	Not schooled (yet)	2.284	23,24	1.243	27,62
2	Not-Graduated yet from elementary school	722	7,35	259	5,75
3	elementary school or equivalent	1.438	14,63	1.637	36,37
4	Junior High School or equivalent	1.237	12,59	798	17,73
5	Senior High School or equivalent	2.815	28,65	503	11,18
6	Diploma I/II	20	0,20	1	0,02
7	Academy/ Diploma III	338	3,44	14	0,31
8	Bachelor Degree	900	9,16	45	1,00
9	Master Degree	70	0,71	1	0,02
10	Doctoral Degree	3	0,03	-	-
	Jumlah	9.827	100	4.501	100

Source: *Monograph of Susukan Village and Mluweh Village, 2021*

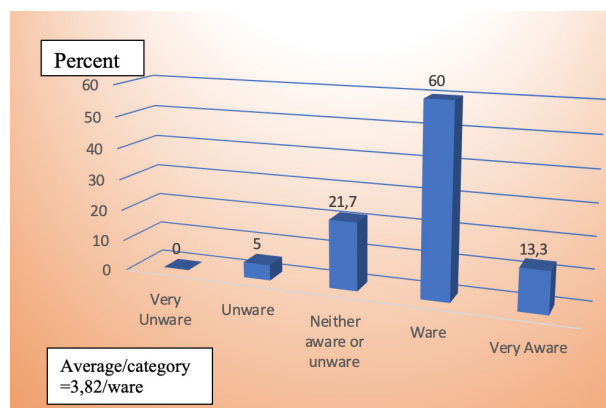
management mandate, KHDTK began to approach the community with the first step being to register data on active farmers on KHDTK land. Initially, there were 61 active cultivators on KHDTK land, and they were very happy and enthusiastic about the programs offered by KHDTK. It is known that they are active in the meeting forum which is held every Kliwon Friday night, where this forum is used as a place for discussions between KHDTK managers and the Forest Farmer community.

Initially, the representation of the forest farmer community in the forum was adequate, this was proven from the results of interviews that the discussion forum was initially attended by all members of the forest farmer community, totaling 61 people, taking part in the discussion forum organized by the management of KHDTK Wanadipa. In fact, the forum also produced an agreement on profit sharing for forest management. In the cooperation agreement, forest farmers will provide part of the results to KHDTK Wanadipa, even though in reality the forest farmers have not provided part of the forest products as desired during the agreement.

This discussion forum has recently become less active now, so the communication space between KHDTK and farmers or farmer groups has decreased. The current active communication relies on KHDTK supervisors (Kelompok Petani Pesanggem, 2023). The advantage of the KHDTK supervisor is that the person concerned is a native resident of Susukan Village, this makes it easier to convey information from KHDTK to existing farmers/farmer groups. The ease of conveying information related to KHDTK activities is supported by data regarding public knowledge of the following KHDTK activities.

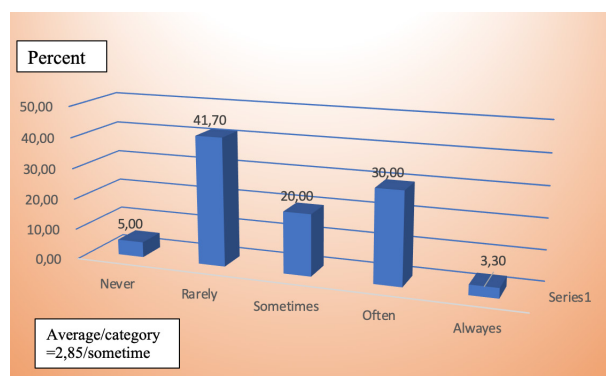
This community knowledge is obtained from the one-way communication system provided by KHDTK to farming communities or farmer groups (Kelompok Petani Pesanggem, personally interviewed, October 23, 2023). So this communication has the weakness of not being

**Diagram 3.**  
**Community Knowledge of Activities organized by KHDTK Wanadipa**



Source: Processed quantitative data

**Diagram 4.**  
**Accommodation of various opinions and interests of Forest Farmers**



Source: Processed quantitative data

able to accommodate the opinions and interests of the community. This is demonstrated by the following data.

It is very important to pay attention to community opinions and interests in developing KHDTK because the sustainability of KHDTK is very dependent on the communities around the forest. If people feel that their opinions and interests are not being accommodated then they will turn around, this is proven by various cases of massive forest encroachment that are still ongoing today. This is an indication that community representation in KHDTK management is still not optimal. Various cases of people's disregard for forest preservation are the main complaints of KHDTK managers. This complaint was not only experienced by the

management of KHDTK Wanadipa Undip but was also felt by the management of KHDTK Ngandong Getas, Faculty of Forestry, Gajahmada University (Focus Group Discussion Results with KHDTK Getas Sleman, October 7, 2023).

"The problem we are facing up to now is how the people in the KHDTK area want to cooperate in the programs we are developing. The thing that makes it difficult for us is that they feel that the forest has belonged to their family for generations to come" (Kelompok Petani Pesanggem, personally interviewed, October 23, 2023).

The deliberation was successful in obtaining the policies needed to handle social problems because in the deliberation there was a method and process for setting priorities (Watson et al., 2023). Deliberation can strengthen exclusion, deliberation also has the potential to design diverse institutions and forms of communication (Schäfer & Merkel, 2023). As stated by Dean (2023) deliberative system has completely reflected the role of actors and institutions of public administration, the style of stakeholders coordination, legitimating functions, legitimacy relations, and the possibility of deliberative intervention.

Intense and continuous communication in implementing deliberative governance is very important in managing KHDTK because it has been proven that even though the management has tried to provide good communication to the community, it has not produced the expected results. So what is happening shows a passive representation, whereas what is needed in KHDTK management in the context of deliberative governance is an active (substantive) form of representation. It turns out that two-way communication is needed and continues to be pursued in order to accommodate various opinions and interests of the community.

## **2) Participation**

A dynamic policy process requires participation from policy actors (Kismartini et al, 2021). Community participation is a form of

government collaboration with the community in planning, implementing, preserving, and developing development results to be achieved. Regarding the participation of forest farming communities in planning the KHDTK program, effective communication space is still needed, because the results of data tracking show that only a small portion of forest farmers are involved in determining the KHDTK work program. As stated by the Village Head of Susukan in an interview with researchers:

"In determining the KHDTK Work Program, there are some that involve the community and others that do not involve the community in determining the program. Determining programs that involve the community, for example by absorbing community aspirations regarding the distribution of plots for agriculture. "Then, other work programs from the community have not been massively and comprehensively included directly" (Kelompok Petani Pesanggem, personal interviewed, October 23, 2023)

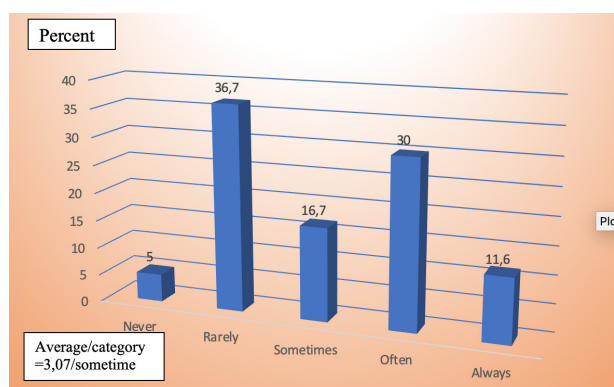
KHDTK Wanadipa management has made efforts to realize community participation in various forms of involvement, such as opening opportunities for forest farmer groups to provide considerations for programs that are run together. This has been proven by several programs in collaboration with forest farmers, although they have not been completely successful. Determining the names of the cultivators of the KHDTK land was carried out by deliberation, there were 61 active cultivators, where the cultivators came from Kaligawe hamlet, Susukan sub-district, and from Kalilateng hamlet, Mluweh Village. Several cultivators are currently resigning due to a misunderstanding regarding the cooperation agreement made by KHDTK. Where the agreement has requirements to oblige the sharing of forest management results. The community does not fully understand the revenue sharing system for utilizing KHDTK because the community still feels that they own the forest management by

PERHUTANI. So this problem becomes an issue that needs to be followed up.

Participation of communities around forest areas can be said to be pseudo-participation, participation is characterized by the existence of an initial agreement in the form of negotiations which results in rights and obligations but the results of these negotiations are not implemented in the implementation of the program (Aprilia & Kismartini, 2016). The initial agreement regarding the obligation of sharecroppers to hand over their share of agricultural products was not fulfilled.

Barriers to participation from the results of the researcher's analysis were also caused by communication factors, where when the research was carried out the discussion forum (Kliwonan Friday Forum) which at the beginning of the formation of KHDTK Wanadipa was very effective in producing program designs, but is currently not being held. So the assessment of participation in discussion forums is in the sufficient or insufficient category considering that these forums are currently rarely or even not held.

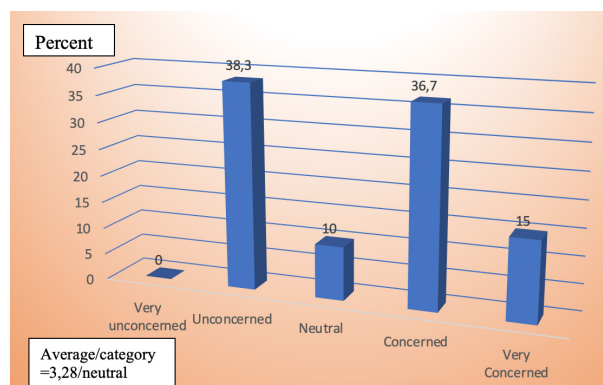
**Diagram 5**  
**Participation in discussion forums held by KHDTK.**



Source: Processed quantitative data

Discussion forums that have not been well developed have an impact on the involvement of forest farmers in activities organized by KHDTK which is not optimal, as can be seen in the following table.

**Diagram 6**  
**Active involvement in activities organized by KHDTK**



Source: Processed quantitative data

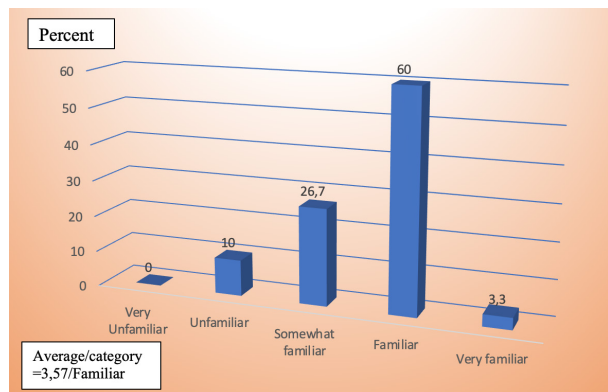
The community has an important position in the development implementation process carried out by the government. Likewise, with the management of KHDTK, community participation is the main prerequisite that covers all aspects of program implementation from planning to supervision.

### 3) Deliberation

Open Dialogue has been carried out by KHDTK management, by facilitating the holding of regular meetings. Regarding routine meetings, they are usually held every Kliwon Friday, where the routine meetings discuss conveying aspirations or obstacles experienced by farmers in managing the types of plants grown at KHDTK Undip. However, currently, it is no longer running, the current communication is carried out by rangers, in fact, the local community. The delivery of KHDTK programs is carried out by Ranger officers, and it is hoped that the information will run automatically (*Gethok Tular*). This method is indeed effective for informing KHDTK Wanadipa management implementation activities but has weaknesses related to the need for dialogue between the two parties. Bearing in mind that the competencies possessed by officers do not match those required in holding dialogue. If they simply convey information, the officer is able, as shown in the following data, that the majority of

the farming community is aware of the programs organized by KHDTK.

**Diagram 7.**  
**Knowledge about the activities carried out by KHDTK Wanadipa Management**

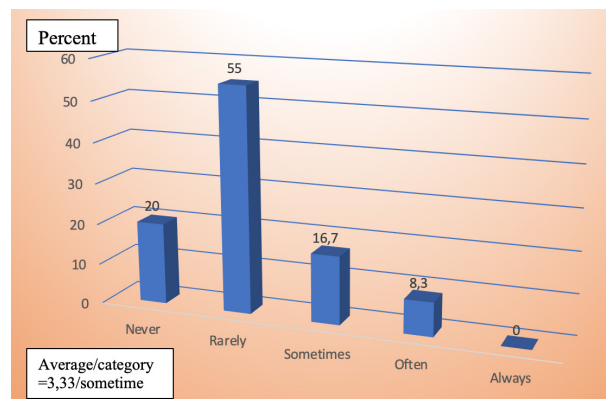


Source: Processed quantitative data

The community feels that not all important information related to the work program has been conveyed to them, therefore they are always waiting for important information that is related to their interests as forest farmers or farmer groups. However, they did not demand that the discussion forum be revived, just that important information be conveyed to them. As stated by Kelompok Petani Pesanggem (2023) the people of Susukan Village prioritize harmony, oneness, and unity which is sought to avoid problems that might arise between the KHDTK Management and the local community. However, they still hope that there will be open information regarding the evaluation of the KHDTK program. The following data represents the curiosity of the results achieved by KHDTK Wanadipa

Open Information as a requirement for deliberation governance cannot be carried out optimally, due to limited information facilities. There is a desire to know from the community regarding the programs that are being and will be implemented by KHDTK Wanadipa Undip, meaning that there is concern from the forest farming community regarding the KHDK work program. As the results of the following interview: "I understand that the presence of KHDTK is useful

**Diagram 8**  
**There is an evaluation of the implementation of KHDTK Penggaron management**



Source: Processed quantitative data

for forest preservation and useful for communities around the forest. I obtained this information when I first attended a meeting between managers and communities at the beginning of KHDTK's establishment. "But now we don't know for sure what programs will be carried out by KHDTK, of course, we also want to know about this"

To achieve sustainable forest management, the deliberative governance process needs to be pursued well, as the research results of Baogang He (2018) show that a deliberative society can resolve various excessive petitions and conflicts. When citizens learn to compromise, engage in rational dialogue, and implement self-governance management, they develop and improve the skills, capacities, and qualities of deliberative citizenship, and help reduce and manage social conflict. Deliberative processes are increasingly advocated as means to handle intractable natural resource management conflicts. Johansson et al. (2022) suggest greater efforts should focus on alternative or complementary ways to address intractable NRM conflicts, including how controversial historical experiences, institutions, and Indigenous Peoples' rights can be addressed.

## Conclusion

Deliberative governance in its principles and practice is very necessary in managing natural

resources because managing natural resources itself involves various interests which are very likely to cause conflict. The management of KHDTK Wanadipa Undip has attempted to implement deliberative governance. This implementation is carried out through 3 criteria for democracy in the deliberation process, namely:

- 1) Representation: Efforts to accommodate the opinions and interests of forest farmer groups have been made by KHDTK Wanadipa Undip through the formation of a discussion forum with farmer groups. Initially, this forum was effective, it was proven that it had succeeded in agreeing on sharing forest management results. This agreement was reached through deliberation in a meeting forum between KHDTK managers and farmers. However, recently the forum has been less active so the principle of representation in realizing deliberative governance in the management of KHDTK Wanadipa has become passive.
- 2) Participation: The participation process must be representative of the population and inclusive of a diversity of values and viewpoints, providing equal opportunity for everyone to participate. Existing community participation is still in the form of pseudo-participation, so it does not optimally support the success of KHDTK programs
- 3) Deliberation: Open Information as a condition for the implementation of deliberation governance cannot be carried out optimally in the management of KHDTK Wanadipa Undip, due to the limited implementation of two-way communication. Open dialogue was only held at the beginning of the KHDTK, where a deliberation forum was held. However, currently, it is felt by the community that this activity will not be held.

Based on the results of this research, more efforts are needed from KHDTK managers to increase community participation, through holding face-to-face dialogue in regular meetings.

Reviving discussion forums between managers and the community that previously existed. This article has limitations related to the mixed method used in quantitative, which is still descriptive qualitative and lacks focus on statistical analysis. The researcher suggests that in the future we could explore using statistical analysis methods so that we can find out the factors that influence the contribution to the success of deliberative governance.

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