

DEVELOPMENT PROCESS OF WATERSHED PARTNERSHIP: A CASE STUDY OF LIMBOTO WATERSHED - GORONTALO, INDONESIA

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ABSTRACT

Establishment of watershed partnership is required to achieve integrated watershed management in Indonesia. Taking “partnership of Limboto watershed” as a case study, this study aimed to explore the development process of watershed partnership and its state and role in a watershed. Data and information were collected through interviews, group discussions and questionnaire survey. The results showed that in the early stages, through a good preparation process, the partnership gained recognition and support from stakeholders. Informal, open, and voluntary processes were adopted by the coordinator of the partnership for the establishment and initial operation phases which gave the partnership the experience of being inclusive and an active period which was considered as a good success. However, in the next phase, the partnership was unable to cope with the formalization of the watershed partnership as demanded by the decentralized institution by having a new structure without a definite and responsible institution, secretariat and budget source due to lack of interest of the expected local government to take on the responsibility. Formalization resulted in the disfunction of the partnership. Though, many participants considered the partnership had a positive role, especially concerning exchange of information and improvement of concern about the community. This partnership did not yet function for integrated watershed management, but more to educate and inspire people on watershed conservation through project-based activities.

Keywords: Preparation process, informal, formalization, local government, disfunction

ABSTRAK

Pembentukan Kemitraan DAS diperlukan untuk mencapai Pengelolaan DAS Terpadu di Indonesia. Dengan mengambil Kemitraan DAS Limboto sebagai studi kasus, studi ini bermaksud menggali proses pembentukan kemitraan DAS, status dan perannya di dalam sebuah DAS. Sejumlah data dan informasi telah dikumpulkan melalui proses wawancara, diskusi kelompok dan survey kuesioner. Hasil studi menunjukkan bahwa pada tahap awal kemitraan, dengan proses persiapan yang baik maka kemitraan meraih perhatian dan dukungan dari pemangku kepentingan. Proses yang dilakukan secara informal, terbuka dan sukarela yang diadopsi oleh koordinator kemitraan pada saat pembentukan dan tahap awal operasi sehingga kemitraan mengalami situasi yang inklusif dan aktif, dipandang sebagai sebuah kesuksesan. Namun demikian, pada tahap berikutnya, kemitraan tidak mampu mengatasi isu formalisasi sebagaimana tuntutan desentralisasi, dimana kemitraan menjadi sebuah struktur baru yang tidak memiliki institusi penanggung jawab, sekretariat dan sumber pendanaan yang jelas, sebagai akibat rendahnya perhatian dan kemauan mengambil alih tanggung jawab dari lembaga pemerintah lokal yang diharapkan. Formalisasi menyebabkan kemitraan tidak dapat berfungsi. Meski begitu, banyak anggota kemitraan memandang bahwa kemitraan memiliki peran positif khususnya terkait pertukaran informasi dan peningkatan kepedulian masyarakat. Kemitraan ini tidak berfungsi bagi pengembangan pengelolaan DAS terpadu, namun lebih kepada mendidik dan menginspirasi masyarakat atas pelestarian DAS melalui aktifitas berbasis proyek.

Kata kunci: Proses persiapan, informal, formalisasi, pemerintah daerah, disfungsi

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I. INTRODUCTION

Watershed management has become a focal point for integrated natural resource management. The challenge is that the watershed is managed by conventional agencies whose works are based on sector or commodity such as forestry, agriculture, mining and fishery. It could also be pointed out that watershed issues involve various stakeholders, including communities and NGO (Sabatier *et al.*, 2005; Leach and Pelkey, 2001), often with different views, positions and interests in the management of the watershed. Watershed partnership requires networking of stakeholders which periodically convene to discuss or negotiate issues associated with the management of the watershed (Leach and Pelkey, 2001). However, instead of replacing, watershed partnership is expected to complement and transform the conventional agencies (Sabatier *et al.*, 2005).

In Indonesia, watershed management became an important resource management approach in pursuing sustainable development. The Ministry of Forestry (MoFor) is one of the important line ministries responsible for the development and implementation of the watershed management policy. In 2001 the MoFor issued the Decree “Guidance for Watershed Administration”, which encourages the establishment of integrated watershed management, with watershed partnership as an essential approach. It is stated that “Policy on watershed management, which include

planning, programming, controlling, and budgeting, implemented by a team in the form of Watershed Board or Forum”.

Until 2009, 23 watershed partnerships were established. Considering that there are 458 watersheds throughout Indonesia, establishment of only 23 watershed partnerships are still not sufficient. In the mean time, the assessment of good watershed conditions carried out by MoFor showed that 282 of 458 watersheds, or equal to 30 million hectares, are still in critical and very critical conditions³. In this sense, establishment and development of watershed partnership is strongly required in Indonesia.

In this study, the development process of the watershed partnership for Limboto Watershed was elaborated as a case study. The study mainly focuses on the institutional arrangement of the partnership, management of the partnership, and perception of members of the partnership. With this research, the central government (MoFor) is intended to acquire more knowledge and understanding concerning development of watershed partnership for a better future promotion and facilitation. This research finding will also provide the stakeholders and the local government of Limboto watershed with an important lesson learned.

II. METHODS

A. Study Site: Limboto Watershed

Limboto watershed is located on Sulawesi Island. In Indonesia, there are two levels of local

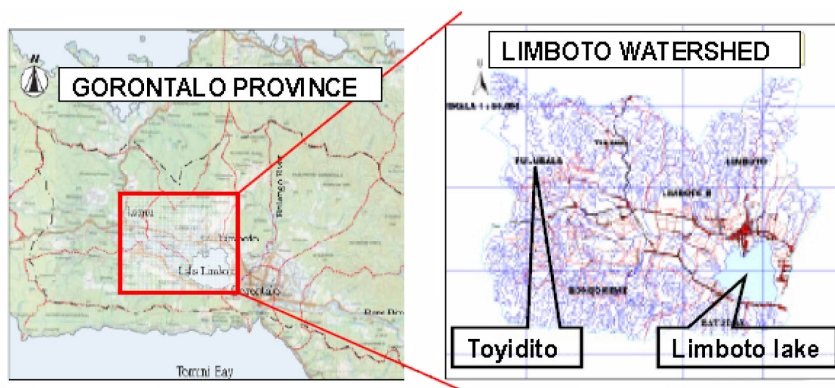


Figure 1. Location of study area

government i.e. province and district. Limboto watershed is located in Gorontalo province, Gorontalo district, and Gorontalo city as district level. The area of Limboto Watershed is 91,004 ha with 177,632 inhabitants (BPDAS-BB, 2004). Gorontalo district administrates 95.66% of the area (or 87,053 ha) including the largest part of Limboto Lake.

Since 54.65% of watershed land is dominated by hilly and mountainous area, while rate of rainfall is high and the soil layer is young-shallow, the condition of watershed is fragile and easy to erode (BPDAS-BB, 2004). Combination of those characteristics with traditional system of land use such as shifting cultivation or low intensive agriculture system resulted in high level of soil erosion. Erosion in Limboto Watershed is recorded at about 9,902,588.12 tons/year of which 39,864.60 tons/year are accumulated in Limboto Lake as sediment (BPDAS-BB, 2004). Siltation, nitrification, depletion of biodiversity and shrinkage of Limboto lake indicate degradation of the lake (BPDASBB, 2004; KKPDLBM, 2004; BALITBANGPEDALDA, 2006).

Three levels of government agency (national, provincial and district) from various sectors have relation to the watershed on several issues. Agencies which have strong relation to the soil, land, and forest conservation issues are the forestry service and the agriculture service, including the regional office of Ministry of Forestry i.e. the Watershed Management Office - Bone Bolango Section (herein after referred as BPDAS-BB). Public works service and environmental management agency, both at district and provincial level deal with water issues i.e. flood and lake management. Planning Agency of provincial government and district government has role to coordinate budgeting and planning aspects of the activities related to the watershed.

Formal coordination for local development was organized by the Planning Agency through hierarchical annual meeting known as "Regional Development Planning Meeting" (or MUSRENBANGDA in Bahasa Indonesia),

from village, ward, district to provincial level. Still, development perspective of the government is based on sectors and economics, viewing natural resource as a commodity rather than as a stock or service (Kartodihardjo *et al.*, 2004).

B. Collection of Data and Information

The study was conducted from September to October 2006 and February to August 2007. Adopting qualitative approach (Silverman, 2005), this study conducted interviews as well as observation of actions and interactions of partnership's members and other key players, regarding their involvement in the development of the partnership.

Open-ended and semi-structured interviews were conducted. Respondents were asked regarding the activities and developments of the partnership, participants' roles and activities, communication patterns, and perceptions of the partnership. Thirty one person were interviewed of which 28 persons were members and ex-members of the partnership, while 3 persons were not member of the partnership i.e. from Ministry of Forestry, JICA Forestry Program Advisor Office. The questions asked were about their knowledge of as well as their role or involvement in the partnership.

Questionnaire forms were distributed to only members and ex-members of the partnership to find out their perceptions. Twenty eight persons were participating in this survey. Questions were divided into 3 groups: 1) assessment of the situation or background of the decision to join the partnership, 2) assessment of the situation experienced in the partnership, 3) assessment of the situation outside of but surrounding the partnership.

To explore the linkage between the partnership and its project, a field site-level study was conducted of the partnership's collaboration project: Toyidito Social Forestry Project (hereinafter referred as TSFP). For this purpose, interviewees were also added consisting of farmer group leaders, farmers, informal leaders, and field facilitators of TSFP.

Field observation was also conducted to have a better understanding of the situation of the site. In total, 36 persons were involved in this study as source of information. Relevant formal and informal documents including statistics, minute of meetings, and other source of data/information were also collected.

C. Data Analysis

Data analysis in qualitative research generally comprises of three activities which might simultaneously and interactively take place, namely data reduction, data display, and drawing of conclusion/verification (Miles and Huberman, 1994).

Data reduction covered activities in form of (re)defining conceptual framework and research problems, summarizing, coding and making memos. Data analysis was continued by displaying the reduced data in “Exploring and Describing” format. As the data was reduced and displayed firmly, conclusion was then drawn preceded by the verification process.

III. RESULT AND DISCUSSION

Development process was divided into two phases. The first phase was the establishment and development of the partnership from the end of 2002 to the end of 2005. The second phase was formalization of the partnership, changed from voluntary-based to local government decree-based partnership, from year 2005 to 2007.

A. First Phase: Establishment and Initial Operation of Partnership

The establishment of partnership of the Limboto watershed was initiated by BPDAS-BB at the end of 2002. This initiative was closely related to the assignment of BPDAS as a newly transformed office (from old structure of BRLKT; Land Rehabilitation and Soil Conservation Office) to promote the watershed management framework, rather than to only deal with soil conservation and land rehabilitation. The Provincial Forest Service

(herein after referred as DISHUTPROP) together with a forestry-concerned NGO “Lembaga Pengkajian Pembangunan Provinsi Gorontalo (hereinafter referred as LP2G), and BPDAS-BB started to discuss environmental issues under watershed framework, which was believed to be able to call concern and collaboration from various stakeholders.

These three initiators decided to hold series of multi-stakeholders meetings, as a medium to update environmental and management status of Limboto watershed, build common consciousness and understanding, and find prospective solution which would be conducted under a multi-stakeholder process. Meanwhile, discussions and small meetings were continued by the initiators to invite several other key stakeholders to join, such as Provincial Agency for Research and Development, Environmental Impact Management (herein after referred as BALITBANGPEDALDA), Forest Service of Gorontalo District, and University of Gorontalo.

Multi-stakeholder workshop (MSW) was held on January 29th 2003, joined by about 93 participants from various fields such as community leaders, academicians, government officers, NGOs, and others. The MSW shared information on environmental problems faced as well as current and potential counter measures from the watershed perspective was presented by the representatives from government offices, which was continued with open discussions. The MSW resulted in a common understanding on the status of the environment and identified causal factors of the problem. One of the recommendations of this workshop was the establishment of the watershed partnership.

Village discussions (VDs) were organized, based on parts of the watershed i.e. upstream, midstream, and downstream areas. These VDs were held respectively on February 4th, 15th, and 20th, 2003, and was attended by local communities from each part of the watershed. About 30 persons consisting of informal and formal leaders of communities attended each

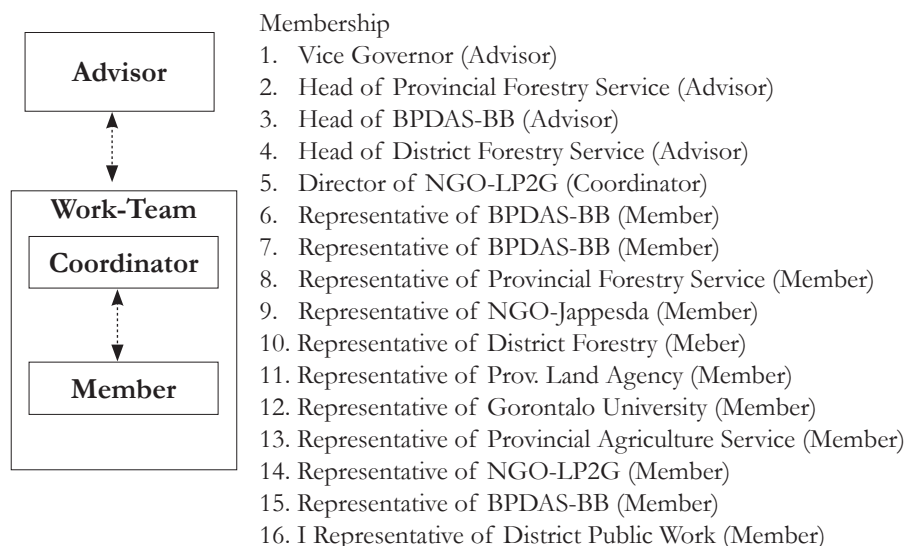


Figure 2. Structure of KKPDLBM
Source: LP2G (2003)

meeting, representing villages. In VDs, initiators shared results from MSW and facilitated discussions of the problems and potential solutions based on community participation. On the other hand villages’ representatives shared the information about the behavior of watershed users and the emerging impact, as well as recommendations in building a watershed management model.

In March 2003, based on recommendations from the MSW and VDs, the initiators formulated the watershed partnership namely “Kelompok Kerja Pengelolaan DAS Limboto berbasis Multi-pihak” (known as KKPDLBM) or Working Group for Multi stakeholders-based Management of Limboto Watershed. Formal decree to legalize this partnership was not made, and the partnership was organized as informal and voluntary based. Structure of the partnership was simple as shown in Figure 2.

The structure simply consisted of two tiers, advisory group and members, with one person as the coordinator. The advisors were top-ranked officers who have authorization in resources and policies in each related office. Members of the partnership were mid-ranked officers and staff from related institutions and NGO activists, selected by the initiators based on informal commitment. Director of

LP2G was appointed as the coordinator by the initiators, as he had already facilitated the partnership since the beginning.

Even though the structure consisted of two tiers i.e. advisor and members, there were no separate meeting among advisors, coordinator, and members, instead they were sitting together in regular meetings. In daily practice, the coordinator and members conducted technical and non-technical activities of the partnership. Secretariat which managed the partnership was in the LP2G office, even though BPDAS-BB provided an office space.

In its early period, activities of KKPDLBM were mostly meetings to consolidate the partnership and build a common understanding as well as the spirit on function and role of the partnership. The partnership moved forward to establish priority issues of the partnership i.e. 1) fundamental strategy of the partnership, 2) publication and outreach to both other offices and public, and 3) implementation of watershed conservation program.

The partnership also elaborated the results from MSW and VDs in the document “Mapping the Results of Multi-stakeholders Workshop and Village Discussion for Limboto Watershed Management” (in short called as the map), and “Matrix Plan of Strategic Program and Form

of Activity for each watershed part of Limboto Watershed” (in short called as the matrix plan).

“The map” contains a long list of factors contributing to degradation, type of counter measures, expected actors, and priority programs. For example, “traditional land cultivation system” which was identified as a contributing factor to degradation at upstream area, was planned to be encountered by developing demo-plot of conservation system, with local government such as Forestry Service and Agriculture Service as expected actors.

“The matrix plan” was formulated in four columns: strategic problems, programs, form of activities, and responsible parties. To encounter forest encroachment and land cultivation, for example, community forestry program was planned to consist of activities such as designing area model, replanting activity, and community-based protection and utilization of forest. Several parties were also identified and expected to be as responsible parties for the community forestry program, i.e. Forest Service, Agriculture Service Industry Service both of provincial and district government, and BPDAS-BB.

Public awareness building regarding the condition of Limboto watershed became the priority of the partnership to be conducted. Several public discussions, educative advertisings and partnership activities were disseminated through the radio station (the

SELEBES 100.2 FM), newspaper (Gorontalo Post) and bulletin “Watershed Forum”.

Another priority was to carry out the project in the field. The Coordinator believed that real work in the field was important as it answered to the motto of the partnership i.e. “Today is meeting, tomorrow is time to implement”. This motto was important to avoid an image of the partnership to spend time only for meetings and discussions. The first project agreed to be implemented was the TSFP, generated from “the map” and “the matrix plan”.

The TSFP which was firstly proposed by LP2G, was aimed to encounter strategic problems of forest encroachment and land cultivation at upper-stream. TSFP tried to implement land rehabilitation and expected not only just to replant but also improve the capacity of the communities to protect and utilize the land for their livelihood. It proposed 25 hectares of critical land to be managed sustainably and effectively by groups of farmers including preparation and planting with certain tree species (which produce wood or fruit) combined with horticulture plant species.

TSFP was considered as a “success story” and a “good image” for the partnership in terms of process as well as output. TSFP enabled to promote the process of collective action among involved parties to share contribution with the so called “cost sharing mechanism”. Through meetings and informal communications, the

Table 1. Sharing of members of partnership on TSFP members

	Contribution
BPDAS-BB	Provide 200,000 trees; conduct land conservation model of 10 ha; cover news of TSFP in bulletin “Forum DAS”
JICA-FPA	Finance procurement of materials for capacity building, training, facilitation, monitoring and evaluation
Forest Service(Prov. & District)	Provide technical assistance for fertilizer “Bokashi” production; provide 25,000 plants for reforestation
Prov. Agriculture Service	Conduct training for pepper commodity
District Planning Agency	Facilitate village to get project for road improvement
Gorontalo Univ.	Provide facilitators for training
Gorontalo Post	Upload the state or activities of TSFP to newspaper
LP2G	Provide material, field facilitation and training facilitator.

Source: KKPDLBM, (2004); LWF, (2006)

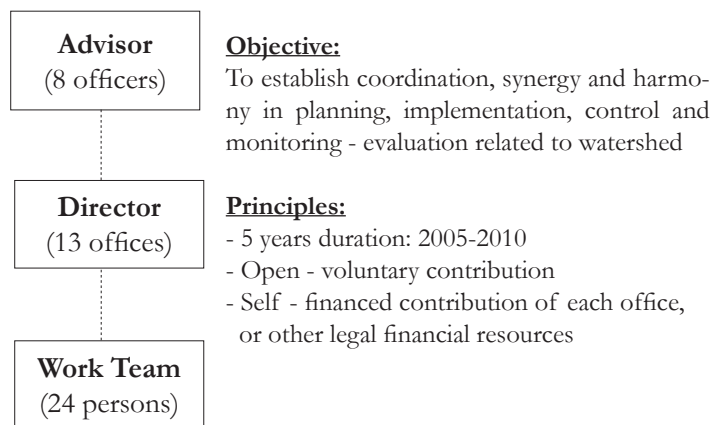


Figure 3. Structure and objective of FDL

coordinator arranged involvement of members of the partnership based on their expertise and capacity to give contribution and support. In reforestation activity members from the forestry sectors, for instance, Forestry Service and BPDAS-BB provided 225,000 seedlings while in the agriculture activity, such as “pepper farming”, Agriculture Service provided the trainer and training facility. “Cost-sharing mechanism” was applied by the coordinator through acquiring commitment from farmers to procure local resource/material for proposed activities, while support from partnership and donor would be complementary and as a subsidy. Table 1 below shows the sharing of members of partnership on TSFP.

In terms of output and outcome, TSFP had resulted in improvement of environmental conditions and change of behavior of the community. Hundred thousands of seedlings had been self-produced and planted throughout the village. The community had furthermore improved in organizing themselves into several groups based on similar interests such as banana planter group, paddy field farmer group, and housing credit circle.

JICA-FPA continued its financial support for the following years, since the partnership was running and gained participation from its members. During the first phase, the partnership experienced an inclusive and active period which was considered as a good success. Watershed issues were brought to and

being noticed by wider stakeholders through inclusive meetings as well as in a collaborative conservation project such as TSFP.

1. Good preparation process

The preparation process to develop partnership which was expressed through series of stakeholder meetings had built social capital of stakeholders who then became members of the partnership. Successful identification and socialization of status and problems in the watershed through series of meetings and discussions enabled to share expectations, optimism, and interest in the partnership as a prospective approach, as it was reflected from the questionnaire survey.

Response to the question “what factors facilitated them to join the partnership” showed that 60% of the members believed and strongly believed that trustworthiness of other members was an important factor, while the other 40% showed moderate response, without any negative responses. Matching mechanism, idea, and program offered by the partnership meeting their interests was selected by 65% of the members. About 48% of the members felt and strongly felt that other stakeholders would question their commitment to the environment if not joining the partnership. Those results indicated the appropriate preparation process which enabled to provide information and convinced prospective members to join.

2. Voluntary and open process

Voluntary and open process adopted by the partnership and intentionally implemented and sounded by the coordinator made the situation in the partnership more flexible and the communication among members easier. Through informal approach an active discussion was arranged in a flexible way for the sake of fruitful result actions.

3. Project contribution: actual implementation process

Willingness of stakeholders to meet and having discussions is somehow a step forward for the partnership. However, there is a stigma that any partnership is usually wasting time in discussions rather than doing real actions. It is why the coordinator shared and emphasized the principle “Today is meeting, tomorrow is time to implement”. TSFP functioned as the actual implementation body rather than for discussions only. “Cost sharing mechanism” which was also promoted to some extent has tested the real contribution of the members and the sense of belonging to the community as well. These approaches showed an effective work to deal with bureaucratic and time consuming administrative system of government offices for establishing a project.

B. Second Phase: Formalization of The Partnership

The first phase was considered as a success story of the partnership. However, the following issues started to appear at the end of the first phase.

Firstly, the open and voluntary process impacted in difficulties to maintain and control the process in the partnership, while the operative and success story made “formality of partnership” to a low priority. The approach was unable to make correction of the partnership when the partnership seemed to focus mainly on specific field activities i.e. TSFP. The dominance of the coordinator also became one consequence due to the absence of a working mechanism while workload increased (Parker *et al.*, 2010). Claim to improve the partnership was

sounded by other members of the partnership especially from NGO.

Secondly, the partnership was requested by JICA-FPA and MoFor to become an independent and self-sufficient body since JICA-FPA was expected to terminate its support in October 2006. JICA-FPA and MoFor wanted to pave the way to a functional partnership by improvement of management and legal aspect of the partnership toward a better and sustainable organization which was capable to find financial support from various sources.

Thirdly, under the decentralization policy, BPDAS-BB as a central government office was urged to transfer facilitative and secretarial functions to the local government. BPDAS-BB had duty to only facilitate establishment of the partnership model while the full implementation was expected to be made by local stakeholders including the government office. BALITBANGPEDALDA had the characteristics to be the suitable responsible institution.

On October 2005, MoFor, BPDAS-BB and JICA-FPA urged the Coordinator to formalize KKPDLBM and it was targeted to be launched at the occasion of the “Watershed Forums Meeting for Sulawesi Region”, which was planned to be held at Gorontalo in December 2005. On the other hand, the coordinator still believed in the informal approach and had reluctance on “formalization of partnership”. It was thought by the coordinator that, the formalization would result in only formality and ceremony and having expiration characteristic. Expiration of the partnership was worrying to become a critical point and reduce the spirit of involvement of the members of the partnership. In November 2005, the formalization process of KKPDLBM had just started. Intention to broaden the scope and share experience by enlisting stakeholders of adjacent and concurrent watersheds had to face a tight deadline to launch the new form of the partnership in December 2005. Under such a situation, the coordinator was unable to perform the appropriate arrangements such as

discussions to formulate the new structure or to confirm with proposed members.

Unfortunately BALITBANGPEDALDA, which was expected to be the lead agency for the new form of the partnership, did not show interest in the watershed partnership concept. The structural constraint was that budget of BALITBANGPEDALDA was more focused to the lake part of the Limboto watershed, while the perception of the top officer of BALITBANGPEDALDA was that “partnership” should be organized only by government agencies, with special budget for a certain period. BALITBANGPEDALDA only assigned several staff to be involved in the partnership.

The new form of the partnership was named Forum DAS Limboto (FDL or Limboto Watershed Forum) and was signed by the Vice Governor and inaugurated at the occasion of the “Watershed Forums Meeting for Sulawesi Region”, on December 8th 2005. The occasion also functioned to assist FDL by formulating working mechanism, logical framework, and working agenda for partnership in discussion groups. Unfortunately, the targeted formulation could not be accomplished, due to time shortage.

Organization of the FDL was quite big, with a rigid structure, and low involvement of members. The new structure looked big consisting of 43 members, or three times more compared to the previous one, the KKPDLBM. Rigid structure is indicated by the three tiers of group which was mixed between (top) officers and institutions (offices) without definite secretariat, coordinator, job descriptions, and working mechanism, as it is indicated by this study with the dotted line. The new structure also did not clarify or appointed certain responsible institution to facilitate the daily operations of FDL. Furthermore, position of the coordinator was deleted to give equal position to all members.

However, this structure was not used and did not work. The document of FDL decree was kept by the ex-coordinator and was

not distributed to listed members. The ex-coordinator continued to organize, based on previous structure, added with some members listed in the new structure. Support from the local government to the partnership was very limited. There was no commitment from the local government to become the responsible institution and to establish secretariat for the partnership. Members of the partnership were passive and did not show concern on the crisis situation of the partnership, since they had been used to wait for the arrangement from the ex-coordinator. Furthermore, in fact there were some members who were not confirmed regarding their appointment as members of the partnership.

In that regard, the ex-coordinator went back to the forestry institution i.e. BPDASBB concerning its role as initiator of the partnership and its responsibility to promote conservation of the watershed. Activities of and discussions in the partnership was more focused on forestry issues even more than before the formalization. The partnership was utilized to become the facilitation medium for projects or activities such as the government’s project (National Movement on Land and Forest Rehabilitation or GNRHL).

Concerning the objective of FDL to become the coordination medium for stakeholders of the watershed, the situation explained above indicates that the partnership did not play its role appropriately.

Evaluation of the Formalization of the Partnership: key factors contributing to the disfunction of partnership

Formalization under the decentralized institution so far has failed. BPDAS-BB could not appropriately organize the responsible local government agency. The partnership was unable to acquire commitment from coordinative-profile of the local government to be the secretariat and facilitate the partnership. In this regard, both the initiator of the formalization and the expected local government had contributed to the failure.

The initiator did not establish an agenda and roadmap to transfer the partnership initiative to local government in an appropriate process. Daily operation of partnership did not indicate plan in that direction. Local government, especially the expected office, BALITBANGPEDALDA, did not show an interest to become the responsible institution of the partnership, due to differences in priority of action and concept of partnership, while budget also became a significant constrain. Involvement of JICA-FPA and MoFor contributed to the disfunction of the partnership.

Intervention of JICA-FPA and MoFor to support the partnership somehow resulted in two ways. While it has clearly facilitated the operation of the partnership, the image embedded in the partnership was then narrowed to forestry coordinating. This situation was not a conducive environment for the partnership, especially when JICA-FPA and MoFor required formal commitment from the local government through formalization of the partnership. Preparation to establish an effective partnership then has not appropriately taken place.

Though formalization was not a success, many of the participants considered the role of the partnership still as positive, especially concerning the exchange of information and improvement of concern of the community. Most of the members of the partnership still showed positive responses and respect to the partnership, as shown in Table 2.

In general, positive responses showed by the members were related to the experience of participating in the activities of the partnership such as meetings and field activities. Improvement of creativity and concern of members about the village community were also

indicated by initiative from members which had tried to implement social forestry in adjacent area or other locations. The disfunction was accepted by members as the ebb part of the partnership.

With that they still had hoped that the partnership would someday and somewhat be active again. In that sense, this partnership has not yet functioned for an integrated watershed management, but more to educate and inspire people to pay more concern to the conservation of the watershed through project-based activities.

IV. CONCLUSION

Through good preparation process, partnership for Limboto watershed gained recognition and support from stakeholders. Informal, open, and voluntary processes adopted by the partnership in the early development stages enabled to gain collective actions of members to contribute to the partnership. Willingness of stakeholders to gather and having discussions was somehow a step forward for the partnership. TSFP as a collaborative project was actually an implementation work with involvement of members of the partnership. At this first phase, the partnership has acquired active participation which was considered as a good success.

However, such a kind of approach made the partnership unable to cope with the formalization under a decentralized institution, as demanded by JICA-FPA and Ministry of Forestry. Formalization resulted in disfunction of the partnership, when the partnership was unable to acquire commitment from expected and suitable local government to be the

Table 2. Perception of members regarding changes in the partnership

Aspect	Response
Other members willing to share more resource	68.19% agree and strongly agree
Improvement of member's creativity	54.55% strongly agree
Improvement of member's concern on village community	63.64% agree and strongly agree

responsible institution and secretariat. Both the initiator of formalization and the expected local government had contributed to the failure.

Though formalization was not a success, many of the participants considered the role of the partnership was still positive, especially concerning the exchange of information and improvement of concern regarding the community. In that sense, this partnership did not yet function for integrated watershed management, but more to educate and inspire people to pay more concern to the conservation of the watershed through project-based activities.

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