



Briefing Paper No. 1: Indonesian - German Cooperation in Forestry Promoting Collaborative Management in Conservation Areas

Since 2006, Indonesia and Germany cooperate in the development of collaborative management for the Kayan Mentarang National Park (KMNP) in East Kalimantan. The management approach combines ecological and socio-economic aspects, and aims at enhanced conservation of natural resources by means of their sustainable, pro-poor and multi-stakeholder based management. Activities focus on institutional development, participation, livelihood support, boundary and buffer zone demarcation, zonation, park monitoring and financing. The work also contributes to the preparations of the involved districts for REDD programmes. In 2009, the cooperation became part of the FORCLIME-GTZ program (an Indonesian-German technical collaboration on Forests and Climate Change) through its Component 3, Sub-component KMNP, which is implemented by WWF Indonesia.

Introduction

The KMNP is located along the border of East Kalimantan (Indonesia) and the Malaysian States of Sabah and Sarawak. The park is the largest national park on the island of Borneo and covers 1.36 million Hectare. Its territory is divided into 11 traditional or customary land areas (*wilayah adat*), inhabited by approximately 34,500 people of Dayak origin. The local people have managed these forests since hundreds of years, and developed a rules based area network with utilization and protection measures.

The KMNP, established by the Ministry of Forestry (MoF) in 1996 through Ministerial Decree Number 631/Kpts-II/1996, is embedded in one of the world's most important centres of biodiversity. At least 150 species of mammals are confirmed and more than 300 species of birds have been sighted. There are significant endemic species of fauna and flora. About 70% of the area is located below 1000 m a.s.l. and features dense primary *Dipterocarp* forests.

In 2002, MoF legally committed the area to become the first collaboratively managed national park in Indonesia by Ministerial Decree Number 1213/Kpts-II/2002 – in other words, it agreed to involve local communities and institutions in the management and oversight of this important biodiversity hotspot.

Indonesian – German Cooperation

Indonesian – German Cooperation started in the KMNP area in early 2006 with the inauguration of the Kayan

Mentarang National Park Management Project between the Indonesian Government (represented by MoF) and the German Government (represented by *Deutsche Gesellschaft für Technische Zusammenarbeit - GTZ*). Both parties agreed to entrust the World Wild Fund for Nature (WWF) Indonesia with the implementation of the project, intensively backstopped by a GTZ consultant (Dr. Alexander Hinrichs). This new mode of delivery for Government to Government cooperation between the 2 countries proved successful and is maintained until today.

The purpose of the KMNP Management Project was to effectively protect the rich biological diversity and natural resources in the KMNP by means of collaborative management. Its intervention logic build on the assumption that the concerned rural communities' acceptance of the park's existence as well as support by the local government can be won and lastingly assured by involving local stakeholders in park administration, management, enforcement of protection rules, and benefit sharing (collaborative park management approach). The cooperation continued earlier community empowerment and protected area management efforts by MoF and WWF Indonesia. WWF Indonesia has worked since 1991 in the area, supported by Ford Foundation, Danida, ITTO, TOTAL Foundation, WWF Germany, WWF Netherlands, and others.

In 2009, the newly started FORCLIME programme absorbed the KMNP Management Project. FORCLIME's technical cooperation module, which is implemented by GTZ, now continues the collaboration under its conservation and Heart of Borneo component 3.



Key Intervention Areas and Achievements

Results and lessons learnt of the cooperation are documented in a set of briefing papers published throughout 2010 in Indonesian and English language. More information can be found in workshop proceedings and a long list of publications.

| No. | Title |
|-----|--|
| 1 | Indonesian - German Cooperation in Forestry - Promoting Collaborative Management in Conservation Areas |
| 2 | Achieving Collaborative Management of the KMNP |
| 3 | The Role of the Indigenous Peoples Alliance of Kayan Mentarang in the Collaborative Management of the KMNP |
| 4 | Participatory Boundary Mapping of the KMNP |
| 5 | KMNP Participatory Zoning Plan |
| 6 | Delineation of the KMNP Buffer Zone Using Geographic Information Systems |
| 7 | Participatory Monitoring KMNP |
| 8 | Developing Sustainable Livelihood Approaches in the KMNP Landscape |
| 9 | Sustainable Park Financing |

Table 1: Number and Title of the KMNP briefing papers

In the following, some achievements shall be highlighted

(1) Institution building and sustainable financing

Supported by the Indonesian – German cooperation, the park's local management institution (BTNKM) was established in February 2007 as a single public executive body subordinate to MoF. The BTNKM currently has 46 full time employees and is based in Malinau. It operates 3 field offices in its regional sections.

The BTNKM based its work on a 5-year management plan (RENSTRA) developed through a multi-stakeholder process. It outlines that the BTNKM is not simply a technical implementation unit of MoF, but an institution operating under the guidance of the park's supervisory board (see below).

Annual funding has been secured for the BTNKM from central governmental sources. These allocations, however, barely suffice to cover the operational expenses of the BTNKM, and are insufficient to shoulder the costs of collaboration and envisaged livelihood support. The Indonesian - German cooperation therefore provided assistance to the development of a strategic business plan for the park's collaborative management, comparing planned tasks (as stipulated in the 5-year plan) with available funding, and strategies to tap into alternative funding sources (see briefing paper No. 9 and the workshop proceedings “Collaborative Park Management in Indonesia”, dated 23 April 2009).

In November 2007, a new institution for stakeholder representation, the *Dewan Pembina and Pengendali Pengelolaan Kolaboratif* (DP3K or Park Supervisory Board), was formed. The DP3K has 19 members, comprising MoF, local and provincial governments, local peoples'

organizations, academics and NGOs. It operates a secretariat in Malinau.



Figure 1: Presentation at Stakeholder Meeting

With this, the institutional ground work for the collaborative management of the KMNP has been solidly established. However, collaboration comes at a cost – and requires innovative funding mechanisms to be lastingly secured. In the case of KMNP, a trust fund model is discussed for funds raised through park management from non- governmental sources. Only if the specific institutions and platforms of collaboration can be secured, local people will maintain their support to the park and its management.

(2) Local People's Participation

10 years ago, the customary chiefs and heads of the 11 traditional territories created a forum (the Indigenous Peoples Alliance of the KMNP/ FoMMA), which represents the local people in all matters linked to conservation and development. Through this, adequate participation of the local people in park management is targeted.

FoMMA works through the traditional institutions in each of the territories, and closely collaborates with the BTNKM since 2007. It is the only organisation of its kind in Indonesia. Although accepted by all stakeholders, FoMMA faced a number of internal problems related to fair representation, leadership and support to conservation (see briefing paper No. 3).

A voluntary park ranger force (PAM SWAKARSA) was established as part of the benefit and responsibility sharing approach subsumed under the collaborative concept. These volunteers are asked to ensure a permanent field-presence of the BTNKM. The concept also aims at creating tangible benefits to the local people through compensated public services (see briefing paper No.7).

(3) Livelihood support

The collaborative management model in KMNP builds on the assumptions that (i) the park cannot be protected and

managed without the consent and active support of the rural population, and (ii) forest destruction is closely linked to rural poverty and a lack of economic alternatives. Consequently, livelihood support measures, as an inseparable aspect of conservation management, occupy a prominent position within the Indonesian – German cooperation.

The support rendered aims at promoting economic (e.g. income generation, promotion of entrepreneurship and market-access) and socio-political improvements of livelihoods (e.g. empowerment, gender equality) in a balanced manner, while building on the strong cultural identity of the local Dayak population. Interventions are based on a partnership approach, whereby field staff interacts directly with community-based cooperatives or organizations (such as women's groups, producers' cooperatives, or cultural associations). Support materializes primarily at the community and sub-district level, aiming for synergies with programmes operating on a larger scale, e.g. the WWF Green & Fair Marketing initiative, the Heart of Borneo Eco-Tourism programme and the village development programmes of the local Governments.

A key activity of the last years was the promotion of eco-tourism. In particular organizational prerequisites of eco-tourism (e.g. the founding of local eco-tourism organizations, facilitation of village agreements on transport and accommodation for tourists) and site development (e.g. support to the construction of trails and simple shelters) was provided. At regional level, activities focused on public relations work (printing of guidebooks, etc.) and eco-tourism coordination on district, province and cross-border/regional level.

With the establishment of the Borneo Highland Forum (FORMADAT) as an association of Krayan communities living in the border area, an organizational structure for regional cooperation in eco-tourism came into existence. All eco-tourism related activities must be judged as preparational measures. Tourist number remained small throughout the last decade, due to severe access limitations to the KMNP area. Recently, some infrastructure improvements occurred, but one still has to see whether this will lead to an increase in tourist numbers. For more information see briefing papers No. 8.

The Indonesian – German cooperation also manages a scholarship programme and co-organized and participated in numerous educational events. Support to environmental education is rendered through FoMMA in cooperation with the local governments and the BTNKM.

(4) Boundary demarcation

Even though the park was legally established in 1996, the indigenous people opposed its boundary due to the fact

that settlements, agricultural areas and customary lands were included into the park without seeking prior consent. This eventually led to a rejection of the entire park by various communities.

The Indonesian – German cooperation supported a participatory boundary demarcation process, aiming at reaching a compromise between the inherent differences amid centralized conservation management and rural/local development interests. Joint interventions were conducted, involving various stages of (i) multi-stakeholder consultations, (ii) field inspections, (iii) investigation of customary land use patterns (iv) documentation of long-established access and use-rights, (v) review and validation of community land claims, (vi) exclusion of areas required for community development from the park's area, (vii) zoning of community use areas, and (viii) documentation of consensus achieved.



Figure 2: Boundary Demarcation in Krayan Selatan

The activities finally led to the founding of the KMNP Boundary Establishment Team, consisting of representatives of local, provincial and central institutions. In 2009, consent about the boundary was achieved. However, MoF did not legalize the proposed boundary and the DP3K finally linked the boundary demarcation of the KMNP to the pending agreement on the land-use map for East Kalimantan. It can be expected that the proposed boundary will soon be accepted. The process demonstrates how difficult and sensitive it is to establish permanent boundaries for conservation areas in Indonesia, and how important trust building measures and collaborative arrangements among stakeholders in such processes are (see briefing paper No. 4).

(5) Park monitoring

Monitoring follows a three step approach. It starts from the detection of potential threats to the KMNP area, based on an evaluation of satellite imagery and reports received from local communities (e.g. sightings of helicopter over-flights indicating logging activities close to the Malaysian border). Once identified, potential threats are evaluated and located by aerial reconnaissance involving numerous stakeholders. Based on the results obtained, multi-stakeholder foot-patrols are deployed as the third step of the concept, visually investigating suspected illegal logging or encroachment incidents on the ground. Apart from providing equipment (e.g. GPS), logistics and funding, the Indonesian – German cooperation conducted specific capacity building events.

Illegal logging and illegal road construction did not occur in the KMNP area since 2007, irrespective of its proximity to the Malaysian border and ongoing logging operations on the Malaysian side. However, given the fact that the definitive boundary is not yet established, the area still requires intensive monitoring and is not yet fully prepared against future threats.

(6) Buffer zone

In the long run, most livelihood activities will concentrate on the park's buffer zone (a preventive/protective zone adjacent to the conservation area). The Indonesian – German cooperation identified a 410,431 ha large buffer zone spread across 10 sub-districts of Malinau and Nunukan districts. 5 types of area management patterns were proposed, according to the area status identified and its designation. Since the BTNKM has no direct executive mandate and authority in this zone, close coordination and cooperation among the relevant stakeholders (especially district- and sub-district authorities, community-based organisations, private sector, etc.) is needed. The DP3K shall provide the institutional platform for cooperation and programming of buffer zone activities, including REDD and PES measures. For more information see briefing paper No. 6.

(7) Participatory Zonation System

Zoning, the park's spatial arrangement into management zones, already started a long time ago and has resulted in 3 different sets of criteria and indicators (C&I), i.e. from the DP3K, FoMMA and the MoF (based on the Decree No. 56/Menhut-II/2006). These three sets were integrated under the auspice of the BTNKM into the KMNP participatory zonation system and were accepted by all stakeholders (see briefing paper No. 5). The C&I reflect local rules (*adat rules*) and legal requirements, and form the basis for the rights and responsibilities of the park's management authority and the local people. Zonation proved a valuable and concrete process to define and document the rules and responsibilities of future field activities.

Impact of the Indonesian – German Cooperation

German technical cooperation aims to promote sustainable development in the sense of a balanced achievement of economic, social and ecological goals. The concept implies

that various stakeholders' competing needs and interests must be analysed, addressed and harmonised as far as possible by means of institutionalised negotiations on various levels. Accordingly, cooperation between (and ensured participation by) public authorities, civil society and the private sector is regarded essential.

The collaborative management approach in KMNP combines ecological and socio-economic aspects and aims for enhanced conservation by means of their sustainable, pro-poor and multi-stakeholder based management. The cooperation so far significantly contributed to capacity and institutional development. It increased information and knowledge exchange between a wide range of stakeholders. The multi-level intervention strategy (regional, national, province, district, sub-district and local level) helped to promote the development of an integrated and transparent management approach for conservation areas. In this way, the Indonesian - German cooperation also contributed to the promotion of good and shared governance. The livelihood work promoted an ecologically sound and socially equitable market-economic approach to rural development, and has led to an increase in local peoples' income.

Clarification of the various stakeholders' mandates, rights and responsibilities gets continuously targeted, and the institutionalised participation in decision making and practical management is targeted. In this way, the cooperation promotes legal security and helps in conflict mediation. The boundary consensus procedure facilitated in the northern part of the KMNP area and the experience gathered in buffer zone demarcation and zoning may serve as input to the development of related guidelines on national scale. It can also help to design REDD projects in the area.

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