



Briefing Paper No. 2: Achieving Collaborative Management of the Kayan Mentarang National Park

Collaborative management of the Kayan Mentarang National Park (KMNP) is developed in response to the demand for customary-based management of this remote area. The KMNP collaborative management received formal recognition in 2002, as outlined in Minister of Forestry Decree No. 1215, through the establishment of the DPK (the park's multistakeholder policy board), which became DP3K (the multistakeholder supervisory body) in 2007. This institution is in charge of accommodating the stakeholders' aspirations and regulating all activities relevant to the park's management. Some of the activities done jointly at field level are the establishment of PAM SWAKARSA (voluntary park rangers), participatory mapping and park zonation. Many lessons were gained from this management approach. In particular mutual trust among all stakeholders proved of key importance and was stepwise achieved throughout a long process. The collaborative management shall ensure the recognition of this national park by all stakeholders. The activity is part of the FORCLIME-GTZ program (an Indonesian-German collaboration on Forests and Climate Change) through its Component 3, Sub-component KMNP, which is implemented by WWF Indonesia

Conservation's Needs versus Local People's Needs

Located in East Kalimantan (Indonesia) along the border with Sabah and Sarawak (Malaysia), the Kayan Mentarang forest area in 1980 was designated by the Government of Indonesia as a Nature Reserve (NR)¹. Basically, this decision was led by reason of its high level of biological and genetic diversity, as well as the existence of most valuable ecosystem types.

Early on, there were no conflicts with the local communities, which had not been aware of the area's new status until 1994, when boundary mapping by the Ministry of Forestry began. The social and cultural aspects, in this case particularly gardens and rice fields as the local people's most important means of livelihoods, were not taken into consideration in the process of Kayan Mentarang's becoming a nature reserve.

The status change from a Nature Reserve to a National Park proposed later on was an effort to accommodate the needs and aspirations of the local communities. The area finally became a National Park in 1996, but local communities continued to demand customary-based management of the area, which prompted the development of the participatory conservation management in KMNP.

Figure 1. Customary land areas in KMNP

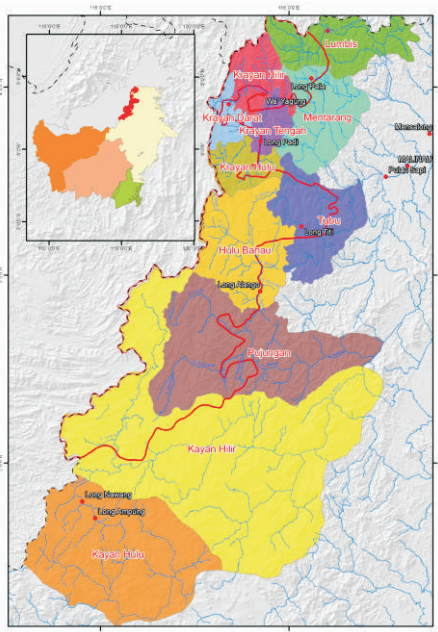


Figure 2. Customary peoples in KMNP

Collaboration Development Process

Initiated and facilitated by WWF Indonesia and the customary peoples, the area's participatory management was developed through:

1. Meetings between the customary peoples and Ministry of Forestry (PHKA/Directorate General of Forest Protection and Nature Conservation)
2. Creation of a local forum (Indigenous Peoples Alliance of the KMNP/FoMMA) by the customary peoples in and around KMNP through the agreement of the customary chiefs and heads of 11 traditional territories on 7 October 2000.
3. Participatory Village Mapping (PVM) to identify existing land use patterns in the 11 customary areas.
4. Public consultations on the PVM results, the proposed outer boundary of the park and regulations on natural resource use.
5. Drafting of the Kayan Mentarang National Park Long Term Management Plan (RPTNKM), oriented towards community-based management of the park by establishing a collaborative oversight institution (Park Policy Board/DPK) and a local management institution (Balai TNKM, finally founded in 2006).

Moreover, the KMNP collaborative management should consider (i) that the national park cannot be protected and managed without the customary communities' support and active participation, (ii) that the national park, as a source of cultural identity and livelihood, needs to be used sustainably, and (iii) that the development of conservation-based economic alternatives for the local communities is needed.

In 2000, coinciding with the completion of the RPTNKM, the Ministry of Forestry, the East Kalimantan/Nunukan/Malinau governments and FoMMA came to a decision to apply community-based collaborative management in the KMNP, recognized later in 3 decrees by the Government, i.e. Minister of Forestry Decree No.1213/2002 on RPTN (long term management plan), No. 1214 on KMNP collaborative management, and No. 1215 on the DPK (policy board).

Following the issuance of Minister of Forestry Decree No. 19/2004 concerning Collaboration in Conservation Areas, the DPK, as the park's collaborative institution, became DP3K (Dewan Pembina dan Pengendali Pengelolaan Kolaboratif or the park's supervisory board) in 2007, with the following structure:

- Head : Head of Malinau District
- Deputy I : Head of Nunukan District
- Deputy II : Director General of PHKA
- Secretary I : Head of Malinau District Planning Board
- Secretary II : Head of Nunukan District Planning Board
- Treasurer : Head of Malinau Environmental Impact Control Body

The DP3K comprises the following members: Head of East Kalimantan Forestry Office, Head of Malinau Forestry and Plantation Office, Head of Nunukan Forestry and Plantation Office, Head of East Kalimantan Planning Board, Head of Nunukan Environmental Impact Control Body, Chairman of FoMMA, apusdalRegion III Ministry of Forestry, Head of KTLN/Forestry Ministry, asubditKPATB PHKA, asubditDayamas PHKA, NGOs (WWF, Conservation International, etc.), and universities (UNMUL Samarinda, etc.).

The DP3K's responsibilities are as follows:

1. To accommodate stakeholders' aspirations within the development and control of the collaborative management in the KMNP.
2. To develop and control the planning, mechanism and implementation of collaborative activities in the KMNP.
3. To develop and control operational policies, control systems and liabilities related to the collaborative management, based on stakeholders' aspirations as regulated in the law.
4. To give advice and consideration about the collaborative management in the KMNP according to the law.

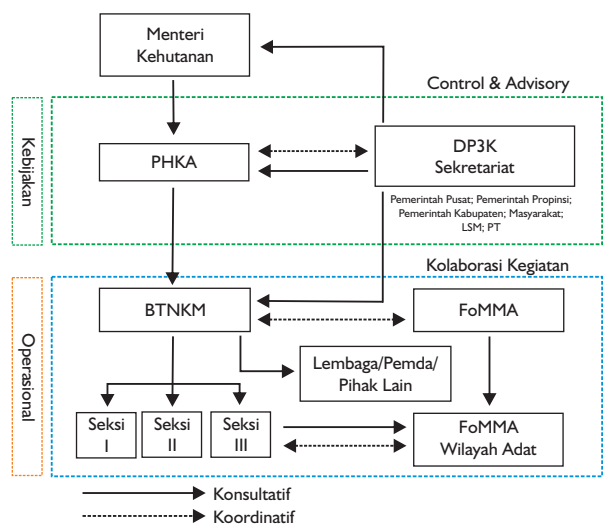


Figure 3. The KMNP's collaborative mechanisms

In addition, a DP3K secretariat, based on Head of DP3K-KMNP Decree No. 01/DP3K-1/06/2008, was established in order to support the administrative tasks of the board. It is located at the Malinau District Head's Office, led by the DP3K's secretary (the head of the Malinau Planning Board). There are 3 program, financial and general affairs departments to assist the secretary in doing his duties.

Since its establishment in 2007, the DP3K has held meetings concerning its responsibilities and functions as collaborative management board. Matters discussed so far are about DP3K's role and working mechanism, the KMNP boundary, its business plan, workshops on collaborative management, and zoning criteria and indicators. The DP3K operates under an annual work plan.

Collaborative Field Activities

The collaborative field activities include the establishment of PAM SWAKARSA (voluntary park ranger system), participatory area mapping and park zonation.

Pam Swakarsa

To support the monitoring tasks of the Balai TNKM (the park's management institution), PAM SWAKARSA, crews of voluntary park rangers recruited from the local communities were established in some customary territories, which regularly monitor the park and its buffer zone.



Figure 4. KMNP Pam Swakarsa training

Area Mapping

The mapping of the KMNP was done through a series of consultations with all main stakeholders. This consultation process has been facilitated by WWF Indonesia since 2006, supported by the Indonesian-German KMNP collaboration. The results have been translated into a proposal for the outer boundary of the park (see briefing paper No. 4).

Zoning

Concerning the zonation of the KMNP, participatory village mapping identified a number of traditional land uses. These are (a) settlements, (b) agricultural areas, (c) grasslands and pasture, (d) forest areas (limited use, daily use and *tanaulen*/forest reserves) and (e) historical/cultural sites. Based on their traditional concept and use of natural resources, the customary peoples recommended 3 zones for the KMNP (core zone, traditionally use zone and special zone). On the other hand, as mentioned in Minister of Forestry Decree No. 56/Menhut-II/ 2006 concerning national park zoning guidelines, a national park should have, at the very least, core zone, forest zone and use zone,

and, additionally, other zones (traditional, rehabilitation, religious-historical-cultural and special zones). Besides, the zoning of the national park should be based on its potentials and functions from ecological/social/economic/cultural aspects.



Figure 5. Discussion of the KMNP zoning in the DP3K's regular meeting

The major challenge for the KMNP zoning was to combine the legal requirements with the interests of the customary peoples. One of the achievements in the collaborative management is the agreement on KMNP's zones, comprising core zone, forest zone, use zone, traditional zone and special zone, expressed in the zoning criteria and indicators jointly formulated by all parties (BTNKM, DP3K, and FoMMA).

Lessons Learned

Among the lessons learned on collaboration from the process in KMNP are:

1. Good timing and coordination: it sometimes takes a long time until ministerial-level decisions are taken, which can raise people's suspicion about the quality of the collaboration. Thus, the central/local governments and the managers in field need to coordinate their moves and regularly communicate the follow-ups with the local people. Raising unaccomplishable expectations needs to be avoided.
2. The DP3K is the key institution to safeguard collaboration, but it is still facing problems in coordination and collaboration. One of the often-heard obstacles is the limited funding from the central and local governments. There is also a lack of human resources. The KMNP's business plan provides a basis to achieve financial independence for the collaborative management of the KMNP, since there is no guaranty of sustainable funding from governmental sources (see briefing paper No.10).
3. At a local level, conflicting policies concerning the opening up of isolated areas, mapping, road development and natural resource use still occur. This proves that the conservation's needs have not yet been sufficiently integrated into the local development

plans, and more and continuous work is needed in this field.

4. RPTNKM 2001 - 2025 has been completed with stakeholder involvement. It was signed by the Malinau and Nunukan district heads, Director General of PHKA and the Minister of Forestry in 2002. The RPTNKM addresses the park's high biodiversity and also the local communities' socio-cultural needs. Its development process and substance should provide the basis for all strategic 5-year plans (RENSTRA) of the KMNP.
5. Building mutual trust is a long process. It takes well defined communication strategies and intensive interaction among all stakeholders, and local presence of the park's management.
6. Besides generating job opportunities and a sense of belonging at the local people through active collaboration, economic livelihood alternatives and/or payment for environmental services schemes are needed to safeguard the conservation of the natural resources and ecosystems and maintain local peoples' support.
7. Even though a written agreement on institutionalizing the roles and responsibilities of the stakeholders exists, it is difficult to fully materialize it on local level, in particular related to community institutional building and local governments' contributions.
8. The KMNP collaborative management did not come easy. It required significant investment of time and money. Considering the complexity of the stakeholders' structure and the costly transportation due to the poor accessibility to the area, creative funding mechanisms and concrete collaboration activities are needed.
9. Only because policies adopted in the collaborative management have met the aspirations of all stakeholders, the KMNP finally received full recognition from them.
10. The Ministry of Forestry and the local governments need to pay regular visits to the national park to reach a better understanding of the realities in the area.
11. Collaboration is the key to success in managing the KMNP. Only by the combined efforts of all stakeholders can the area and its biodiversity be protected.
12. The principles and the management of the KMNP, which are in the local communities' favor, have served as models for other conservation areas in Indonesia, e.g. in Papua.

Bibliography

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