



Briefing Paper No. 4: Participatory Boundary Mapping of the Kayan Mentarang National Park

Through Ministry of Forestry Decree No. 631/Kpts-II/1996 on 7 Oktober 1996, the Kayan Mentarang area changed its status from a Nature Reserve to a National Park. Size and boundaries of the 1.36 Million Hectare large area were maintained. The Ministry of Forestry, through Decree No. 1214/Kpts-II/2002 mandated that the Kayan Mentarang National Park (KMNP) shall be managed collaboratively. The stakeholders of the KMNP are organized in the DP3K (the Park's Supervisory Board, see briefing paper No. 2). Of the total boundary mapped by the Ministry of Forestry before, 497.10 km have not gained "approval" by the indigenous peoples, which resulted in numerous conflicts, in particular in the Krayan sub-district. Throughout the last years, participatory mapping has been carried out in 8 out of the 11 customary land areas within the KMNP to find a solution to this problem. The results were accepted by all stakeholders, but final decision by the Ministry of Forestry is pending. The participatory boundary mapping 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.

Background

By the time Kayan Mentarang gained its Nature Reserve status in 1980 (Minister of Agriculture Decree No. 847/Kpts/Um/II/1980, 25 November 1980), this 1.36 Million Hectare large area was inhabited by 34,508 people belonging to 11 customary territories, all highly depending on the existing forests. For generations they have obtained traditional wisdom in managing the forests, i.e. by developing customary forests and forest reserves (e.g. tana ulen, tana jakah, etc.).

On 7 Oktober 1996, the Ministry of Forestry issued Decree No. 631/Kpts-II/1996 concerning the status of the Kayan Mentarang Nature Reserve, changing it into the Kayan Mentarang National Park. The size of the area and its boundaries were maintained. As a consequence, all settlements, agricultural areas and customary lands were included into the national park, without consent of the indigenous peoples. In the following, 497.10 Km of the 1,238 Km long boundary already mapped by BPKH Wilayah IV Samarinda - East Kalimantan and the central managers of the park (PHKA/Directorate for Forest Protection and Nature Conservation) were rejected by the indigenous peoples.

However, boundary demarcation is needed and should be done to form a basis for future policy-making. A clearly defined boundary will confirm the park's legality and allow its managers to implement their tasks within an area zonation framework (see briefing paper No. 5). A common perspective necessary for the strengthening of the KMNP can only be achieved through the participation of all stakeholders, particularly the people of the 11 customary

territories in and around this area and the local governments.

The decision to manage KMNP collaboratively (Minister of Forestry Decree No. 1214/Kpts-II/2002) calls for the involvement of all parties, among others: Ministry of Forestry (Balai TNKM & BPKH Wilayah IV Samarinda-East Kalimantan), FoMMA (the Indigenous Peoples Alliance of KMNP, see briefing paper No. 2), and Malinau and Nunukan district governments.

Thus, the stakeholders of KMNP, including central/provincial/district governments, FoMMA, universities and NGOs, joined in the DP3K or the Park's Supervisory Board in 2007.



Figure 1. Village around KMNP

The mapping of the KMNP has been facilitated by WWF Indonesia from the very beginning through funding from various sources (Danida, WWF Germany, etc.). Since 2006 funding was rendered through the Indonesian-German collaboration in KMNP between the Ministry of Forestry and GTZ.

Objectives

In principle, *public participation* in a mapping and boundary delineation program means local people's involvement in its planning, implementation and evaluation. It aims at achieving the following objectives:

1. Establish a conflict-free forest/park area in the long run by avoiding or reconciling overlaps with local people's interests;
2. Design a forest/park area mapping process most accommodating for the Government(s) and the needs of the local communities;
3. Allow for active public participation in the mapping negotiations and all subsequent stages; and
4. Support in parallel boundary conflict resolution finding and collaborative management planning (zonation) for the forest/park area.

KMNP Participatory Mapping

The indigenous peoples' opposition to the mapping results of the Ministry of Forestry and their subsequent rejection of the entire park confirmed the urgency of a community version of mapping. WWF's Indonesia Program worked in KMNP since 1991 and has tried to facilitate and encourage the local communities to participate in community-based area mapping and zonation. For this, participatory mapping has been carried out in 65 settlements around the park. This initial and trust building phase of public consultation on the KMNP boundary started in 1999.

Next, more formal consultations at customary area level were held between October 2004 and January 2005, together with BPKH Wilayah IV Samarinda, East Kalimantan BKSDA and FoMMA. BPKH Wilayah IV Samarinda confirmed the outer boundary proposed by the local communities, except for the Krayan territory. Here a different boundary was proposed.

The results were presented to the Ministry of Forestry on 30 June 2005. This meeting was attended by Head of Forestry Planning Agency, Director of Area Conservation/PHKA, BPKH Wilayah IV Samarinda, East Kalimantan BKSDA and WWF Indonesia. The Ministry of Forestry recommended that again public consultations shall be held in all customary land areas, and in particular a solution to the conflict in the Krayan sub-district shall be found, before further discussions with the Minister shall take place.

The recommendations were followed up by a series of public consultations at several locations such as Long Layu

and Long Bawan in the Krayan sub-district.

The meetings lead to a larger event in Long Bawan, Krayan sub-district, on 18 – 19 January 2007. Among some points agreed at this meeting are:

- The following areas: 1) settlements, (2) agricultural lands (gardens, (rice) fields, *laman*), (3) potential agricultural areas (former rice fields/villages), and (4) areas in between the settlements (for transportation) shall be excluded from the KMNP.
- Areas other than those mentioned above belong to customary forests and are therefore part of the KMNP's traditional management zone, which shall be mapped and managed in accordance with Minister of Forestry Decree No. 56/2006 on National Park Zoning Guidelines.

Based on this, detailed boundary planning, projection-map drafting, and temporary boundary-post setting took place in the southern part of the Krayan sub-district, as well as workshops on the agreement and the integration of customary-law into the park's management took place.

Until 2009, the participatory mapping of the KMNP has been carried out in 8 of 11 traditional territories within the KMNP and consent about the boundary was achieved by all stakeholders. However, the Ministry of Forestry did not legalize the mapping results and field work in the Krayan sub-district was finally stopped by all parties.

On 30 June 2009, the DP3K sent the proposed boundary map, through Head of DP3K Letter No. 09/DP3K-1/6/2009 concerning Area Boundary Change, to the head of the East Kalimantan Planning Board (BAPPEDA) and cc'd the letter to the Minister of Forestry, the Governor of East Kalimantan, the Director General of Forestry Planning Agency, and the Head of East Kalimantan RTRWP Integrated Land Use Planning Team (for the revision of East Kalimantan RTRWP/spatial plan). As a follow-up to the proposal, the Integrated Team held a meeting in Malinau, on 25 Juli 2009, to collect data/information and clarify the forest area changes resulting from the proposal, and to accommodate them in the proposed revision of the spatial plan for East Kalimantan.



Figure 2. KMNP temporary demarcation

At this meeting, it was officially agreed that all villages were excluded from the Park to become APL area (other-uses area), including agricultural lands (active rice/crop fields). Following this, the Indonesian - German collaboration arranged for a flyover for the team to observe the settlements around the KMNP.

Right now, the KMNP boundary mapping process is still waiting for the revision of East Kalimantan's spatial plan.

Lessons learned

Public participation has played a key role in the mapping and boundary demarcation process in KMNP. The mapping of any conservation area, either a nature reserve or a national park, should consider the needs of local communities depending on forest products/natural resources, who are often inhabiting the territory long before it became a conservation area.

The whole process in KMNP, where FoMMA and the DP3K have been influential in the mapping program, sets a good example for other conservation areas. Both local institutions have given the indigenous peoples a better bargaining position in protecting their interests, but also helped to identify compromises. On the other hand, the central government (PHKA) was open to suggestions offered by the local communities (represented by FoMMA and DP3K).

However, People's trust in the mapping program finally diminished due to its slow progress and complicated decision making at national and local go-vernmental levels.

To avoid problems in the implementation of the area-mapping agreement, it is therefore important to ensure the legality of any decision made (or promised) during the mapping process. Solutions deemed possible often did not



Figure 3. Public consultation in Long Bawan

achieve final consensus between all responsible directorates within the Ministry of Fo-restry, even though commitments were made at field level or during DP3K meetings. As a consequence, the boundary demarcation was finally combined with the spatial planning process for East Kalimantan and field work was stopped.

Follow-up action

FORCLIME's current involvement is to promote the KMNP mapping process at national and local levels (PHKA, Malinau/Nunukan district governments and the local communities). This includes helping the East Kalimantan RTRWP Integrated Team with the revision of East Kalimantan's spatial plan, and facilitating the local governments and indigenous peoples in proposing the KMNP boundary to PHKA. In parallel, information dissemination and field trainings in participatory mapping are conducted in several customary land areas in and around the park to prepare for the final demarcation of the boundary, once the spatial plan for East Kalimantan

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Figure 4. Development of Kayan Mentarang National Park Demarcation Process

