

ナレッジの取りまとめ～資源の協働管理 マレーシアサバ州の事例 JICA 地球環境部

マレーシアサバ州にはいろいろなタイプの保護区・保全区がありますが、その多くは、域内での資源利用に制限があります。厳格な保護区・保全体制が貴重で希少な自然を残すことに繋がっていますが、一方で保護区や保全区が設置される前に、住民が域内で生活を営んでいた、あるいは域内の資源を利用していた場所も多くあります。

サバ州の西部に位置するクロッカー山脈公園もその一つです。

クロッカー山脈公園では、公園になる前から公園内で生活する人や公園内の土地や自然資源を利用する人がいました。公園という境界線を引いたことで、資源や土地を巡って政府と地域住民の間で多くの激しい議論が繰り広げられ、資源と土地利用に関する両者の合意形成には多くの時間を費やしています。

このような状況から、JICAでは政府と住民の対立の解消を目指し、CUZ（Community Use Zone）という考え方を導入し、双方が協働で資源と土地を管理していく体制作りを支援してきました。

本ガイドブックは、CUZの導入にあたっての教訓・ナレッジを整理したものです。多くの方に目を通して頂くために、極力薄いものとするように努め、教訓とナレッジ部分については丁寧に記載しました。

政府と住民の対立や衝突は、多かれ少なかれ、いろいろな国・地域で起きていることと思います。

本ガイドブックが少しでもそのような状況の改善に繋がればと思います。

是非お目を通して頂き、お気づきの点などお寄せ頂ければと思います。

An Innovative Approach Towards a Society in Harmony with Nature

Practices and Lessons

on

Collaborative Resources Management

in

Sabah, Malaysia

Case Study of Ulu Senagang

- Mongool Baru Village



References

- 1) Crocker Range Park Management Plan (2006)
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An Innovative Approach Towards a Society in Harmony with Nature
Practices and Lessons on Collaborative Resources Management in Sabah, Malaysia
Case Study of Ulu Senangang - Mongool Baru village

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Sustainable Development on Biodiversity and Ecosystems Conservation in Sabah (SDBEC) is a joint technical cooperation among the Sabah State Government, Malaysian Federal Government and Japan International Cooperation Agency (JICA) under Japan's Official Development Assistance (ODA), which will consist of a four-year cooperation project from July 2013 to June 2017.

SDBEC will assist with capacity development in respect to realising a society in harmony with nature, and sharing Sabah's experiences nationally and internationally for biodiversity conservation and sustainable development. The project will provide necessary technical support and capacity building to assist the appropriate implementation of the Sabah Biodiversity Conservation Strategy, support to register UNESCO's Man and the Biosphere (MAB) program, conduct pilot projects of alternative livelihood activities in and around protected areas to seek co-existence between human living and nature, and support to implement the Ramsar site management plan for conservation, among other things.

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Senangang - Mongool Baru, women are especially proud of handicraft products as embodying their own traditional identity.) Appropriately recognizing and supporting local identities and cultures can build social cohesion and pride in the community and encourage them to contribute to sustainable resource management. Discovering local identities that local communities do not recognize by themselves can be another driving force for sustainable resource management and come to feel pride in their way of life.



International frameworks and conventions are effective tools for building general consensus among a variety of stakeholders. The Crocker Range National Park and its surrounding area became as a UNESCO MAB site. International frameworks like the MAB Programme can be used as a tool for bringing multiple stakeholders together in pursuit of common goals and incentives for cross-cutting issues such as CUZs.





Fundraising requires a certain level of awareness among stakeholders.

Fundraising through partnerships with the private sector can play an important role in sustainable resource management. However, some extent of awareness about conservation issues is a prerequisite. Low awareness levels do not contribute to sustainability and in most cases, “fund or money” is just short-term sources to meet some immediate needs without any particular relevance to natural resource management.



Time investments are needed to secure the future. Collaborative resource management involving community-based activities require a significant time investment in all stages of work. It is advisable to avoid proceeding to subsequent stages or phases if the objective has yet to be achieved. It is also suggested to invest time in low-risk alternative livelihood programs with convincing outcomes. Start small, but start with the most convincing program. Even 10% likelihood of potential failure is not good enough. Do you want to fly on airplane with 10% chance of crash? Failure of livelihood programs may be perceived by the communities involved as a failure of the collaborative resource management efforts overall. One contributing factor to success is support for marketing and direct connections between possible partners like enterprises or consumers and the communities, even if it is small.



Local champions should be identified as an entry point. Individuals with recognized roles in village-level decision-making processes and with experience in mobilizing their communities may also be referred to as “local champions”. They should have knowledge and wisdom on natural resources, including traditional knowledge, have connections with political and governmental arenas, be respected by others, and have the capacity to make and follow through with commitments. There is also potential, however, for local champions to change attitudes or approaches and become uncooperative. Ideally, youth and women should be encouraged to become local champions due to their tendency to seek out new opportunities for the benefit of their families and communities.



The unique local identity should be recognized and supported. Local identity and culture, including traditional knowledge, are often a driving force behind sustainable resource management. Local communities are proud of their identity, which is a base for their self-defined development. (In case of Ulu

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This booklet has been prepared jointly by Sabah Parks and JICA-SDBEC for the purpose of compiling historical records and practical lessons learnt on collaborative resource management in Sabah, Malaysia, through the case study of Ulu Senagang - Mongool Baru Village.

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Preface

It is becoming increasingly important to connect and ensure sustainable management of areas and resources both inside and outside of protected areas such as national parks. There are numerous reports (around the world) of conflicts between management authorities and local communities around the borders of and within protected areas. A variety of practices have been used in attempt to find solutions for cooperation and sustainable use of natural resources, especially through mutual agreement among stakeholders.

In Sabah, Indigenous peoples and local communities lived for generations in areas that were later gazetted as national or state parks. People inside the parks claim land ownership on the basis of inheritance from their ancestors. In the meantime, park authorities developed legal framework for conservation in and around the protected area, and tried to develop systems for collaboration.

In response to a request by the Sabah State Government, JICA (Japan International Cooperation Agency) jointly implemented a technical cooperation project for collaborative resource management. This booklet is primarily based on JICA-Sabah joint collaboration activities for the past ten years (2002-2012) and on-going activities.

A recent report by the International Union for Conservation of Nature (IUCN) entitled "ASIAN Philosophy of Protected Areas" identifies Sabah as one of the more advanced states in Asia in the field of biodiversity conservation. In addition, the 1st IUCN Asia Park Congress (hosted in Japan in November, 2013) concluded that collaborative resource management in Sabah was a good model of adaptive management.

Though some of lessons learnt and practical knowledge in this booklet may be controversial, we are hoping that readers will enjoy learning about Sabah's history and practice in collaborative management. We also believe that this booklet will provide some clues to better understand the concept of collaborative management, consider possible solutions, and take steps toward a society in harmony with nature in the future.

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might be happy with cash, but instead of trying to meet immediate needs, sharing future common vision between local communities and governmental bodies is advisable at first. A shared common vision should include a list of a variety of activities to be undertaken over the medium- and long-term. To promote local ownership, communities should be supported to consider a range of options for livelihood improvement and select the most appropriate activities based on their own judgments. Otherwise, local communities may lose their interest in and enthusiasm toward cooperative resource management with the government. Importantly, it should underscore the direct connections between longer-term income-generation and sustainable natural resource management in order to prevent environmental degradation and community tensions.



The consultation process should be clear, straightforward, transparent and simple, and provide sufficient time. Substantial delays between the concept formulation and launch of implementation can lead to loss of institutional/organizational knowledge and create risk of changes in the political context. Local rules should be developed in a participatory manner rather than imposed in a top-down approach, and the contents of the rules should be transparent and easily understood by everyone. Furthermore, the procedure and contents of the local rules should not be overly complicated in order to momentum and interest. For example, rules that need to take certain long time for consultation with so many signatures will possibly reach the conclusion that local community will lose their momentum and solidarity. Invest in time appropriately to make sure that all documents, rules and policies should be simple and easy to understand and complemented by appropriate community outreach materials. Straight forward agreement, catch-phrase, campaign material are even better. The whole process of consultation needs to be properly documented as a learning process.



Land ownership is the most sensitive and most important issue. As suggested by many studies around the world, land title should be discussed and agreed among relevant stakeholders as a priority. This is indispensable for sustainable natural resource management at the ground level. Local communities should be involved from the planning process as "land owners" as much as possible and responsibility or duties of local communities should be clarified and agreed in a written form.

4. Lessons Learnt and Practical Knowledge

A variety of lessons and practical knowledge have been developed through the practice of CUZs in Sabah. In general, there are important lessons and factors for sustainability, for example, local participation in all aspects of the process (from the planning stage to the implementation stage), capacity development, effective institutional arrangements, strong commitment (including financial commitment) of government officials and/or local leaders, and designated staff appointment with certain mandates. In addition, transparent governance, smooth communication/dialogues between the governmental body and local community and between local communities as well, and collaboration with NGOs and the private sector are also considered indispensable elements for effective implementation.

The remainder of this section sets out lessons and suggestions identified through the case study in Sabah. Though some are common and widely identified in resource management approaches around the world, some are unique to Sabah but may also be applicable to other similar cases or places in Asia and beyond.



Time-bound resource management plans can help prevent and mitigate confusion among local communities. As a guide for local communities, resource management plans, including concrete alternative livelihood activities with specific time frames (short-, medium- and long-term) are indispensable to avoid confusion for local communities. In other words, without a time-bound plan, they might lose interest and enthusiasm in collaborative resource management.



The journey is as equally important as the destination (objective). A process-oriented approach is just as important as, if not more so than, an objective-oriented one, particularly if the latter approach places ultimate importance on achievement of objective(s) and neglects the nuanced and context-specific process of resource management. Community engagement is a process of getting to know each other and sharing and learning between the governmental body and local communities. Since collaborative resource management has long-term goals for the long-term future, it takes a long time. The many obstacles and problems along the way are part of the journey. They should also be seen as common obstacles and problems shared and collaboratively addressed by the governmental body and local communities together.



A shared common vision for the future should be developed at first as the basis for discussions about income generation and livelihood opportunities. Everybody

1. Introduction: History of CUZs

1.1 What is a CUZ?

The Crocker Range Park Management Plan was prepared in 2006 by Sabah Parks with technical assistance from The Bornean Biodiversity and Ecosystems Conservation Programme (BBEC) Phase I (2002-2007), a technical cooperation project between the Malaysian Government, represented by the State of Sabah, and the Government of Japan through Japan International Cooperation Agency (JICA). The plan introduced the concept of a Community Use Zone (CUZ) as a management option to address the issues concerning local communities living and utilizing resources within protected areas. CUZs were intended to be collaboratively managed by Sabah Parks and such local communities.

CUZs can be defined by Sabah Parks as “areas where existing cultivation and forest resource collection are found to occur inside the Parks and where traditional human activities will be allowed to continue under the supervision of the Parks Authority”. The objectives of such prescribed zones are to balance the existing local communities’ needs and conservation, encourage participation of and collaboration with the local communities in Park management, and protect the cultures and traditional knowledge of the local communities.

On paper, CUZs legalize community access to resource areas within the Park and provide avenues for local community participation. The legal framework for the establishment of CUZs was approved by the State Legislative Assembly in the 2007 amendment to the Parks Enactment. Under this amendment, Sabah Parks then had the mandate to zone sections of the park as CUZs for co-management.

1.2 Pilot CUZ at Ulu Senagang - Mongool Baru

Ulu Senagang - Mongool Baru, located outside and partially inside of the Crocker Range Park, was selected as pilot sites for the implementation of the CUZ concept. (As of May 2009, the population of Ulu Senagang and Mongool Baru was 370, of which 200 were residents and 170 were non-residents or transient. The increase in population size was likely to occur at a rate of 2.4% per year. Most residents were engaged in small-scale or subsistence agriculture activities.) The Parks Authority agreed to the establishment of a CUZ Management Committee to enable direct participation of the concerned local communities. The communities showed positive

signs of cooperation and reception of the concept and how it may work in practice. The Ulu Senangang - Mongool Baru CUZ was officially launched in February 2014.

1.3 CUZ Management Plan at Ulu Senangang - Mongool Baru

The Crocker Range Park Management Plan proposed that the Sabah State Government develop a CUZ Management Plan. The overall objective of the CUZ Management Plan is to clearly describe an organizational structure and detail rules and practical procedures of co-management for the designated CUZ areas by the CUZ members together with concerned authorities.

With technical support from JICA through BBEC Phase II (2007-2012), a CUZ Management Plan was drafted in April 2011. It consisted of several components, including:

- 📁 Organizational structure of a CUZ Management Committee;
- 📁 Roles and responsibilities of Committee Members;
- 📁 Functions of Sub-Committees, including resource management committee, eco-tourism committee and media committee;
- 📁 Community Resource Utilization Rules and Protocols;
- 📁 Utilization of the Multiple-Use Zone; and
- 📁 Alternative livelihood/income generation support schemes.



Considering this, the Sabah State Government should contribute to international events such as the IUCN World Park Congress by sharing its practical experiences and knowledge, including concerning CUZs.



Message from the 1st Asia Parks Congress to the IUCN World Parks Congress in Sydney, November 2014:

To recognise local praxis such as customary forest management and the contribution of TEK (traditional ecological knowledge) in complementing mainstream approaches in biodiversity conservation towards achieving the Aichi Targets. Adaptive management of Community Use Zone (CUZ) is a good example.

Furthermore, Sabah's Natural Resources Office (NRO) became Malaysia's first official member of the International Partnership for Satoyama Initiative (IPSI) in August 2013. Sabah can utilize this Initiative and other such channels to establish international networks, showcase its experiences in international arenas, and consolidate the CUZ concept by connecting with a variety of partners around the world. The Sabah State Government proposed listing the Crocker Range Park and adjacent areas as a biosphere reserve under the UNESCO Man and Biosphere Programme. Finally, the 26th International Coordinating Council for Man and Biosphere (MAB) programme under the UNESCO unanimously approved the Crocker Range as a Biosphere Reserve on 11 June, 2014.

What is IPSI?

The International Partnership for the Satoyama Initiative (IPSI), launched during the Tenth Meeting of the Conference of the Parties to the Convention on Biological Diversity (CBD COP10) in Nagoya, Japan, in October 2010, is a global platform that aims to facilitate and accelerate the implementation of activities under the Satoyama Initiative. The Partnership consists of diverse organizations committed to promoting and supporting socio-ecological production landscapes and seascapes (SEPLS) for the benefit of biodiversity and human well-being. Since its establishment, IPSI has provided a comprehensive platform for sharing knowledge and making synergies among its membership and with other organizations and networks.

3. Future Perspective

There are increasing needs around the world to connect protected areas and adjacent areas for sustainable resource management. CUZs can be regarded as a good governance system as well as good approaches or tools to connect “inside” and “outside” of protected areas to provide benefits beyond their boundaries. However, CUZs entail a long process and need tremendous coordination efforts to reach agreements between governmental authorities and local communities and to facilitate effective local implementation of activities.

During CUZ efforts in Sabah, some practical and useful lessons were identified, which can be used and adapted for similar cases in Sabah and elsewhere. Therefore, it is strongly recommended that such lessons be shared widely with other parts in Sabah, nationally throughout Malaysia, and internationally.

First, the Sabah State Government should develop a state-wide CUZ policy to guide all CUZs in Sabah for sustainable natural resource management. Integrating the CUZ initiative into the development agenda of the state and its relevant agencies will ensure institutional and financial sustainability. Framing CUZs in terms of development may also strengthen community confidence in and commitment toward the initiatives.

Ideally, the state CUZ policy should be linked and aligned with the Sabah Biodiversity Strategy to ensure that CUZs can be positioned as a core component and a good governance tool to realize a society in harmony with nature.

CUZs are clearly mentioned in the Strategy as Action 1.13. At the time of publication, the Strategy was at the final stage of cabinet approval by the Sabah State Government. The IUCN publication “ASIAN Philosophy of Protected Areas” stated: “With the Strategy in place, coupled with the experience gained from past initiatives by Sabah Parks and other protected area management authorities, Sabah holds tremendous potential to become an outstanding example to Asia (and the world) of a place where humans can truly lie in harmony with nature, or with biodiversity and protected areas, to be exact.”

In addition, Sabah’s experience should be shared through international networks. At the 1st Asia Park Congress, which was held from 13 to 17 November 2013 in Sendai, Japan, the organizers of the Congress (Japanese Government and IUCN) concluded in the message to the IUCN World Parks Congress in Sydney in November 2014 that the CUZ practice was “a good example” of adaptive management.

A draft of the Management Plan was prepared through a series of consultations between local communities and Sabah Parks.

History of Migration and Establishment of Ulu Senagang - Mongool Baru

Date	Description of History
1969	Gazettement of Forest Reserve in the Crocker Range
1975	Migration of settlers from Mongool Pensiangan to Ulu Senagang
1984	Re-gazettement of the Forest Reserve as Crocker Range Park
1992	Establishment of the village of Mongool Baru due to the population increase in Ulu Senagang
1998	Sabah Parks’ classification of the settlement area (187 hectares) in Ulu Senagang - Mongool Baru based on the existing land use, limiting villagers’ access to this boundary

1.4 CUZ Committee at Ulu Senagang - Mongool Baru

A range of activities were undertaken in the journey towards the Ulu Senagang - Mongool Baru CUZ. As proposed by the Crocker Range Park Management Plan, Sabah Parks promoted establishment of a CUZ Committee. A CUZ Committee is a venue or platform for local communities and governmental agencies to discuss and decide concrete activities such as resource management, land use, financial management, and so on. Sabah Parks took a proactive approach to abating the local communities’ ‘opposing attitude’ towards it by having dialogues with the communities for the establishment of a CUZ Committee.

The CUZ Management Committee, consisting of 5 representatives from both the village and governmental organizations concerned, and chaired by Director of Sabah Parks, was officially established in February 2014. It is expected that the contents and details of the CUZ Management Plan will soon be affirmed and agreed by consensus among the Committee members.

2. Practice of Collaborative Resources Management at Ulu Senangang - Mongool Baru

2.1 Community consultation and joint field survey

A series of consultations was held with local communities at Ulu Senangang - Mongool Baru concerning the establishment of the CUZ Committee. In addition, for the purpose of designing CUZ zoning, a joint survey between the communities and Sabah Parks was undertaken. The involvement of the community from the planning stage of the CUZ was recognized to be a contributing factor to the subsequent mutual agreement.



Community consultation



Field survey

Noticeable milestones in the establishment of the Ulu Senangang - Mongool Baru CUZ are as follows;

2004–2006	Development of CUZ concept and proposed land zoning
August 2006	Workshop to discuss rules for resource use
2006–2008	Co-Management Learning Network Project in Southeast Asia by PACOS Trust (NGO)
July 2007	Establishment of CUZ Task Force
2009–2010	Study on natural resource management socio-economy
October 2010	CUZ zoning (size: 310 ha) was agreed with reservations
February-March 2011	Review of CUZ Memorandum of Understanding (MOU) and drafting of CUZ Management
April 2011	Plan Review of zoning (size: 384 ha)
July–November 2011	Consultation on land/natural use, especially within the multiple-use zone CUZ size: 403 ha was proposed
February 2014	Official CUZ Management Committee was established

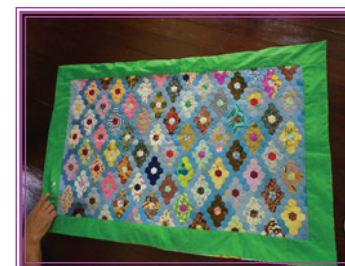
2.4 Follow-up for action plan

As a follow-up activity, JICA sent Japan Overseas Cooperation Volunteers to Sabah, who worked for Sabah Parks on alternative livelihood improvement activities. They had close dialogues with local communities and mutually prioritized activities among community-developed action plans. The volunteers supported handcraft design and production activities and a homestay program.

Handicraft activities were implemented on a trial basis but intensively. Recognizing that technical, financial and institutional capacities were necessary for sustainability, a volunteer who worked in Sabah from March 2012 to March 2014 made significant efforts to establish linkages between local communities and private companies through fundraising activities. At the same time, the volunteer helped to organize local women's group for managing financial resources to carry out handcraft activities, and organized training course for them to gain necessary skills and knowledge for making sellable local goods/products. It is expected that these activities will be expanded with official endorsement of the CUZ Management Committee.



Local women's group making handcrafts



Local products by the women's group

Summary of findings and lessons learned from the field visits and training

Activities	Findings, Lessons, Comments	Potential Activities
1. Agriculture Center in Tenom	<ul style="list-style-type: none"> ☞ Interested in fruit trees (Dukung), herbs and medicinal plants (Tongkat Langit), and beekeeping ☞ Learned potential of fruit trees 	<ul style="list-style-type: none"> ☞ Introduce different species of fruit trees ☞ Establish an herb garden in the village
2. Gaharu Project in Kuala Penyu	<ul style="list-style-type: none"> ☞ Learned how/where to plant and manage Gaharu seedlings, purpose of inoculation, and importance of using quality seeds from mother trees ☞ Learned Gaharu is suitable to plant in the forest in the village 	<ul style="list-style-type: none"> ☞ Plant Gaharu seedlings in the village ☞ Establish a Gaharu nursery
3. Joint Forest Management in Kelawat Forest	<ul style="list-style-type: none"> ☞ Learned how the Forestry Department and the community jointly manage the forest and limitations of resource use 	
4. Souvenir shops in Tunku Abdul Rahman Park	<ul style="list-style-type: none"> ☞ Observed various handicraft products sold to tourists at a higher price ☞ Learned potentials of selling more products 	<ul style="list-style-type: none"> ☞ Prepare higher quality and a greater variety of handicraft products
5. Botanical Training at Crocker Range Nature Center	<ul style="list-style-type: none"> ☞ Obtained knowledge of different types of forests and variety of plants grown in Sabah. ☞ Learned the method of collecting specimens. ☞ Discussed how to conserve natural resources 	

A planning workshop was held to develop a future action plan. Action plans were developed through discussion and consultation between Sabah Parks and the local communities. Sabah Parks proposed to form informal community groups, which were named by the communities as the Community Activity Group, Natural Resource Group, Eco-Tourism Group, and Media Group. The group leaders of each were selected.

2.2 Size of CUZ and zoning

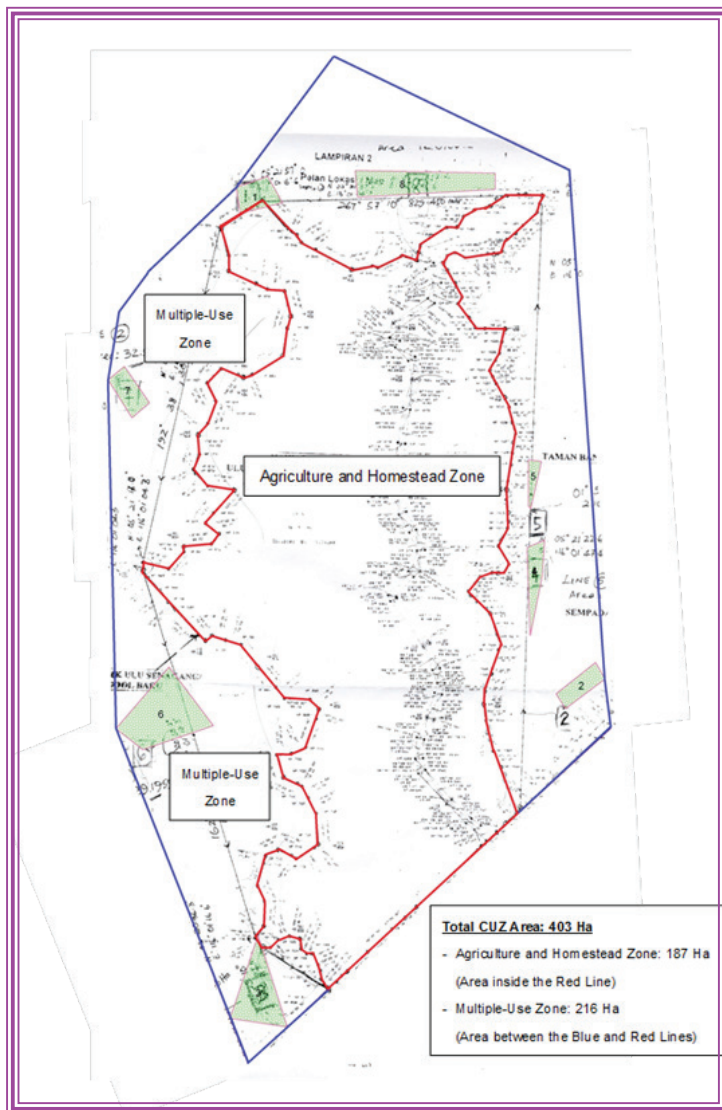
The consultation process led to the proposed size of the CUZ (403 hectares) and zoning inside the park. The size includes the following two zones: the Agriculture and Homestead Zone and Multiple-Use Zone, details of which are summarized below.

The Agriculture and Homestead Zone (187 Ha) is the area designated by Sabah Parks in 1998 where villagers can reside and carry out subsistence agriculture and other practices according to the relevant regulations set by the State Government of Sabah.

The Multiple-Use Zone (216 Ha) is the area where the following activities can be allowed with approval from Sabah Parks, only for the CUZ members and according to the CUZ regulations, technical advice from experts, and relevant regulations set by the State Government of Sabah:

- ☞ Collection of non-timber forest products;
- ☞ Subsistence agriculture practices (if proposed lands are proved to be suitable for agriculture); and
- ☞ Planting of cash crop trees in the forests such as rubber, cacao, coffee, and fruits (if proposed forest lands are proved to be suitable for tree planting).










CUZ Map

2.3 Alternative livelihood improvement activity

During the consultation period, Sabah Parks, with technical assistance from JICA, proposed some potential alternative livelihood activities for the local communities at Ulu Senagang - Mongool Baru Village. These activities were fully voluntary and involved community members interested in learning good practices of resource management and income generation activities. The proposal was made to motivate interested villagers to be key members of a future CUZ Management Committee and deepen their understanding of resource management by providing them with opportunities to observe good practices of community-based resource management and alternative livelihood activities carried out in neighboring areas and communities in Sabah.

After mutual consultation between Sabah Parks and local communities, the following activities were identified and conducted:

-  Field visit to community-based Gaharu project in Kuala Penyu;
-  Field visit to agriculture park in Tenom;
-  Field visit to joint forest management project in Kelawat Forest Reserve;
-  Botanical training by Sabah Parks; and
-  Field visit to souvenir shops in Tunku Abdul Rahman Park, Kota Kinabalu.



Botanical training



Visit to souvenir shop

The local communities presented the findings and lessons learned from this series of field visits, and identified potential alternative livelihood activities in relation to natural resources and eco-tourism that could be applied in their village in future (summarized in the table below).