

## **Effort to Establish A Self-Management Framework in the Demarcated Zones**

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### **ABSTRACT**

The Department of Fisheries (DOF) formulated Thai sea rehabilitation program, which was under the Eighth National Social and Economic Development Plan (1997-2001). This program adopted concept of territorial use right in fisheries (TURFs) and fishing right system to contribute alleviation of resource user conflicts. The main concept of TURFs and fishing right system is demarcation of coastal areas. A demarcation of coastal zone will possibly encourage development of decentralization process in local administration. Sub-district Administrative Organization (Ao.Bo.To.) was established in 1994. Ao.Bo.To. may take responsibility and function as a local management body to execute community development and coastal resource management. The DOF set up a demarcated zone (Area I and Area II) in Pathew Bay, Pathew District, Chumporn Province. This demarcated zone reached an agreement of local people's consensus. The consensus of the demarcated zone became official Chumporn Provincial Proclamation. This proclamation has been effective since 4 November 2002 after publicly announced to local people, stakeholders in the province. The DOF (headquarter), the Provincial and District office of DOF, Chumporn Marine Fisheries Research and Development Center and SEAFDEC/TD plan to encourage and improve capacity building of Ao.Bo.To. to be lead and core institution to control the demarcated zone proclamation.

**Keywords:** TURFs, demarcation of coastal zone, decentralization process, people's consensus, Ao.Bo.To.

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## **I. Background of Demarcation Program Adopted in LBCRM-PD**

### **1. Policy of coastal resource management**

1. The Department of Fisheries (DOF) recognizes that competition of commercial and small-scale fishers lead to conflict of interests and social problems. The Eighth National Social and Economic Development Plan (1997-2001) formulated Thai Sea Rehabilitation Program to contribute alleviation of resource user conflicts. This program adopted concept of territorial use right in fisheries (TURFs) and fishing right system as mechanisms to alleviate conflict of resource users. DOF brought main concept of TURFs and fishing right system that is demarcation of coastal areas.

2. DOF also introduced local people and stakeholders to comprehend concept of community-based fisheries management (CBFM) approach to manage local resource base in the demarcated coastal areas. The CBFM is creative and practical management methods and encourage people's participation.

### **2. Prepared A New Project in Tambol Pakklong, Pathew District, Chumporn Province**

3. DOF implemented the Thai Sea Rehabilitation Program at Bangsaphan Noi and Bangaphan Districts in Prachuabkirikhan Povice, namely Fishing Right Pilot Project (FRPP). The demarcated coastal areas has legal framework to control and prohibit destructive types of fishing gear to fish in the demarcated coastal areas. Trawls and luring light purse seines have to use mesh size is bigger than 2.5 cm (Yamao & Suanrattanachai, 2001).

4. DOF planned to extend lessons and experiences on coastal resource management gained through a pilot project in Prachuabkirikhan Province to adjacent provinces. It decided to merge a coastal resource management project, which would be planned in Tambol Pakklong, Chumporn Province, with the Royal Project Scheme. This is to avoid a duplicated work between DOF, the Royal Forestry Department and the Royal Project Bureau and to achieve cost-effectiveness of coastal management project.

5. DOF became a lead department in fisheries sector to implement coastal resource management project. Marine Fisheries Institution, DOF took responsibility to establish a workable framework of sustainable coastal resource management in the sea in the front of Tambol Pakklong (Yamao & Suanrattanachai, *Ibid*).

### **3. Decentralization and New Challenge to Community Development**

6. A demarcation program of coastal zone will possibly develop, keeping pace with a process of decentralization in local administration that Thai government has undertaken. Devolution of authority has been an important issue of Thai politics since 1980s. Mechanism of this policy was an establishment of Sub-district Administrative Organization (Ao.Bo.To) in 1994. Member of Ao.Bo.To and its council are elected from local residents in its own Moobaan (village). They have to take responsibility to execute community development and provision of the local people's welfare. The new constitution, proclaimed in 1997, defines a decentralized and democratic mechanism at which people should participate in decision-making process of community development and welfare with budget allocation. They gain more opportunities to participate in the planning and implementation of social and economic development programs.

7. In coastal and small-scale fisheries, Ao.Bo.To may take responsibility and function as a management body for local fisheries and coastal resource management guided and supervised by the Provincial Office of Fisheries.

## **II. Implementation of Demarcation Program**

### **1. Application of Zone Demarcation**

8. DOF implemented the coastal resource management project in Pathew District by using application of FRPP in Bang Saphan and Bang Saphan Noi Districts, Prachuabkirikhan province. In the same way as did the FRPP, the DOF planned to set up a demarcated zone in the Pathew Bay, Pathew District.

9. Chumporn Provincial Office of Fisheries arranged public hearing meetings twice. These meetings followed the mandate of Thai new constitution that let local people participate in the decision-making process in the demarcation of coastal zone plan. Members of Ao.Bo.To council, of course, have to join the meetings in order to propose the final agreement and consensus of people to the Pathew District Office and the Chumporn Provincial Office.

### **2. Agreements in the Meetings**

10. The first meeting was held on 11 August 2000. Fishers, stakeholders and DOFs officials met to discuss and debate an appropriate demarcated zone. They agreed to mark off Area I in the sea in the front of the areas covering Ban Numpu (Moo 5) and Ban Thumthong (Moo 3). The Royal property is located between both communities. The Area I was lined up with 3 km distance from the beach and is 46 square km.

11. The second meeting was held on 5 June 2001. The Chumporn Provincial Office of Fisheries officer proposed to expand the demarcated zone toward the south of Tambol Pakklong, Pathew District. This was to contribute the objective of the Royal Project Bureau to cover areas of mangrove forests for enhancing nursery ground and spawning ground. The new area has boundaries from Ban Thumthong (Moo 3) to Ban Thungmaha (Moo 1). This area is approximately 70 square km.

12. These two demarcated zones are fundamental requirement to contribute the coastal resource management project. However, these two demarcated zones are not defined as an exclusive use right in the Area I and Area II. Thai fishers customarily utilize fisheries resources that they usually exploit any kinds of marine species in anywhere they want to go fishing. They fully support the idea of demarcated coastal areas to prohibit illegal fishing boat encroachment. However, they strongly reject the concept of an exclusive use right in the Area I and Area II. As a result, local people and stakeholders demanded that DOF should proclaim the prohibition of using trawls, push net, cockle cast net and anchovy fishing at night within the demarcated zones.

13. DOF designed a project that would encourage the local people, stakeholders and communities to enhance their capability of management and development methods to achieve sustainable use of coastal resources in the demarcated coastal zones. This fundamental requirement is a very effective approach toward an expansion of comprehensive community development programs.

## **III. Arrangement of the Demarcated Zone Proclamation and its Effectiveness**

### **1. Procedure of the Demarcated Zone Proclamation**

14. Procedure of the demarcated zone proclamation officially developed through three steps. The first step was on a stage of local people and stakeholders making consensus (at Tambol or Moobaan level). This stage opened chance to all local people and stakeholders to propose their need and maximize their common interests. DOF's Chumporn Provincial officers took roles to give information to all local people's consensus and stakeholder for their debate of opinion and consider the priority of task and/ or solution. At

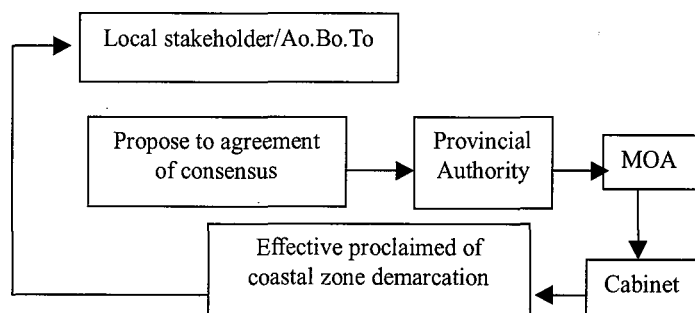


this stage, members of Ao.Bo.To councils also joined the meeting and contributed to propose the community to the officers.

15. At the second stage, the DOF's Chumphon Provincial officer convinced the local people and stakeholders to present the community (Tambol) consensus on the demarcated zones to committee of the Chumphon provincial office. This committee considered the community consensus and legally justified the consensus that should not conflict with Fisheries Act, B.E. 2490. The DOF officer proposed the consensus to the committee of the DOF, headquarter.

16. The committee of DOF headquarters proposed to the cabinets to ask for their consideration and approval. The consensus of the demarcated zones was put into effective after the cabinet approved the consensus on 4<sup>th</sup> October 2002 (see *Map of Demarcation of Area I and II*). The consensus of the demarcated zones became official Chumphon provincial proclamation. This proclamation was effective since 4<sup>th</sup> November 2002 after this was publicly announced to local people, stakeholders in the province (see *Chart 1*, process of consensus approval).

**Chart 1 Process of Consensus Approval**



#### **IV. Mechanism to Strengthen the Demarcated Zones Proclamation and Management**

##### **1. SEAFDEC/TD-DOF Collaborative Project Implementation**

17. Under the Fisheries Consulting Groups (FCG) scheme, SEAFDEC/TD collaborates with DOF, Thailand to implement a coastal fisheries management program. TD is lead implementing department of the SEAFDEC. DOF take role as lead country of ASEAN member countries. TD and DOF coordinated and shared ideas to formulate a project proposal to implement the program. These two counterparts have formulated the proposal of collaborative project entitled "Locally Based Coastal Resource Management in Pathew District, Chumphon Province" (LBCRM-PD) project in October 2001.

18. This project proposal developed from the basic concept and methodologies adopted as the same as the DOF's initial proposal. Therefore, DOF and TD have reached agreement that both counterparts will be involved in the King's project in Tambol Pakklong, Pathew District, and Chumphon Province under the FCG scheme.

19. The LBCRM-PD project has three overall objectives.

- 1) The establishment of sustainable coastal resource management at local levels
- 2) The rehabilitation of coastal resources

- 3) The alleviation of poverty in coastal fishing community

## **2. The LBCRM-PD Project Framework and its Activities**

20. The project framework adopted three applicable approaches, namely, 1) a community-based fisheries management and co-management approaches, 2) a resource enhancement approach, and 3) a job creation approach. The first approach composes of participatory management and institutional strengthen methods.

21. The LBCRM-PD project consists of six activities to achieve overall of objective of the project. The six activities are 1) base line survey (Activity I), 2) encourage and extend the locally based coastal resource management (Activity II), 3) encourage local business (Activity III), 4) enhance human resource capability and participatory (Activity IV), 5) develop extension methodologies and strengthening the extension system for sustainable use of coastal resource (Activity V), and 6) rehabilitate and enhance coastal resources (Activity VI).

22. These six activities are multi-disciplinary management approach that each activity has interaction among them in different place and workflow implementation.

## **3. Improvement of Capacity on Management of Demarcated Zone**

23. The implementing agencies are DOF (headquarter), the Provincial and District office of DOF, Chumporn Marine Fisheries Research and Development Center (CMDEC) and SEAFDEC/TD plan to build and improve capacity building of Ao.Bo.To to be lead and core institution to control the demarcated zone proclamation. They recognize that local people and stakeholders' participation are very important to execute the capacity building of Ao.Bo.To.

24. In the implementation of LBCRM-PD, training course (Activity IV) and extension program (Activity V) are key mechanisms to strengthen the capacity building of Ao.Bo.To to effectively proclaim the demarcated zones. TD and CMDEC collaborated to arrange on-site seminar of the LBCRM-PD project in April 2002. This on-site seminar was to increase numbers of local people and stakeholders to understand aim of the project. On the other hand, this seminar was to increase number of local people and stakeholders to participate in the project and activities implementation. This on-site seminar was held at all seven villages of Tambol Pakklong, Pathew District for five days.

25. TD and CMDEC input more information concerned the LBCRM-PD through series of leaflets and posters. Contents of poster placed a great emphasis on the progress work of the LBCRM-PD project. This poster's contents included map of the demarcated zones to help disseminating this map to public and other communities. Therefore, this was to enhance local people and stakeholders to participate in regulating self-management on the demarcated zones.

## **4. Facility Arrangement for Monitoring and Enforcement on the Demarcated Zones**

26. Chumporn Provincial Office of Fisheries, CMDEC and SEAFDEC planned to propose Ao.Bo.To. to share responsibility and budgetary arrangement to monitor and control any illegal fishing boat encroaching in the demarcated zones. This conceptual plan was application of CBFM and CM approaches that emphasized local people and stakeholders to participate in monitor, surveillance and control (MSC). The three parties' team staff gained a concrete view and experience from study trip in Iloilo city, Philippines in December 2001. They intended to apply the concrete view into the MSC of the demarcated zones, which was supported by the Thai new constitution, 1997.

27. The three parties arranged information of people's participation in MSC to Ao.Bo.To., local people



and stakeholders through a round table discussion at on-site meeting. The parties guided Ao.Bo.To. that the community should have patrol boat by its owned arrangement. Therefore, all parties of community should set up committee to undertake responsibilities on MSC in the demarcated zones. The local government officers are fisheries officer and police; they should join this community's committee to execute MSC.

28. The King Royal Project Bureau provided an amount of budget to Ao.Bo.To. to construct the project office. This office attaches radio equipment to settle radio station inside the office. This radio station is built up to contribute MSC.

## **5. Requirement to Strengthen the Demarcated Zone Management**

29. Guideline and training course for the local people to participate and contribute MSC system at local level. Information arrangement and practical training course are to support local people to understand how far they can protect their community resource base and what they should do.

30. Budgetary arrangement for supporting MSC system at community (Tambol) level. This arrangement should be shared by all sectors concern such Chumporn Provincial Office of Fisheries, Ao.Bo.To and other stakeholders.

31. Strengthening of all parties' concern for effective coordination local government officers are such Chumporn Provincial Office of Fisheries, Pathew District Office of Fisheries and other government sectors. These all parties should give advisory guide and recommendation to institute and organize local people's organization that takes responsibility to implement MSC system at local level.

## **6. Limitation of the Demarcated Zone Management**

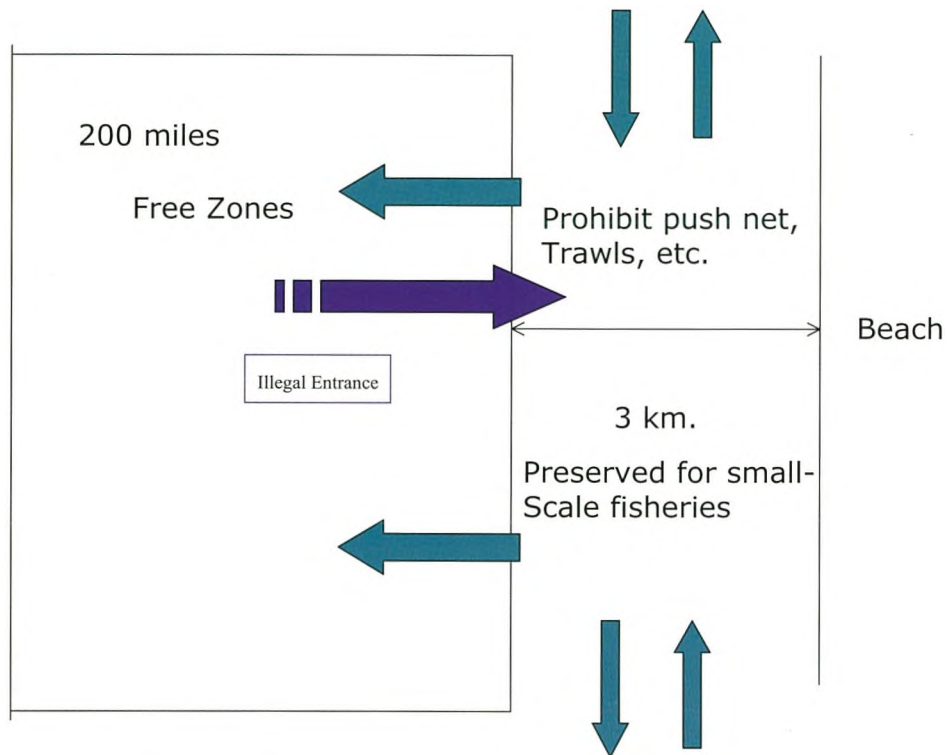
32. Devolution of authority is still not enough. Central government makes a plan to delegate responsibility of coastal resource management to community. However, at present, the government does not devolve any authority to Ao.Bo.To, not empowering any proclamation of coastal resource management. The Ao.Bo.To can take full responsibility to manage and develop coastal resources. The Ao.Bo.To takes responsibility as witness to inform local government officers to arrest any offenders intrude in the coastal areas.

## **V. Conclusion:**

33. Reformation of Thai new constitution (1997) and decentralization of authority through establishment of Sub-district Administrative Organization are workable policy to support the expansion of CBFM and CM approaches to manage coastal resources. The demarcation of coastal zones is regarded as an applicable component of TURFs and fishing right system. Principle of this applicable component is to transfer "common property" under de-fact open-access regime to communal property under a new regime with more excludability and less rival ness (see *Chart 2*).

34. However, most of local fishers (both small-scale and commercial ones) reject to adopt any exclusive fishing right and territorial use rights in fisheries. DOF has so far made much effort to enforce 3 km zoning line that exclude destructive fishing methods like trawls from in near seashore. In LBCRM-PD, the DOF would promote local fishers and stakeholders to achieve consensus and make agreement on how to use demarcated coastal zones within the present framework of fisheries management. Ao.Bo.To. is a lead local government unit to gather local resource users and stakeholders to participate in making resource development and management plans and activities. Of course, this demarcated zone is open to any fishers and stakeholders coming from outside.

Chart 2 Present System within Thai Territorial Waters



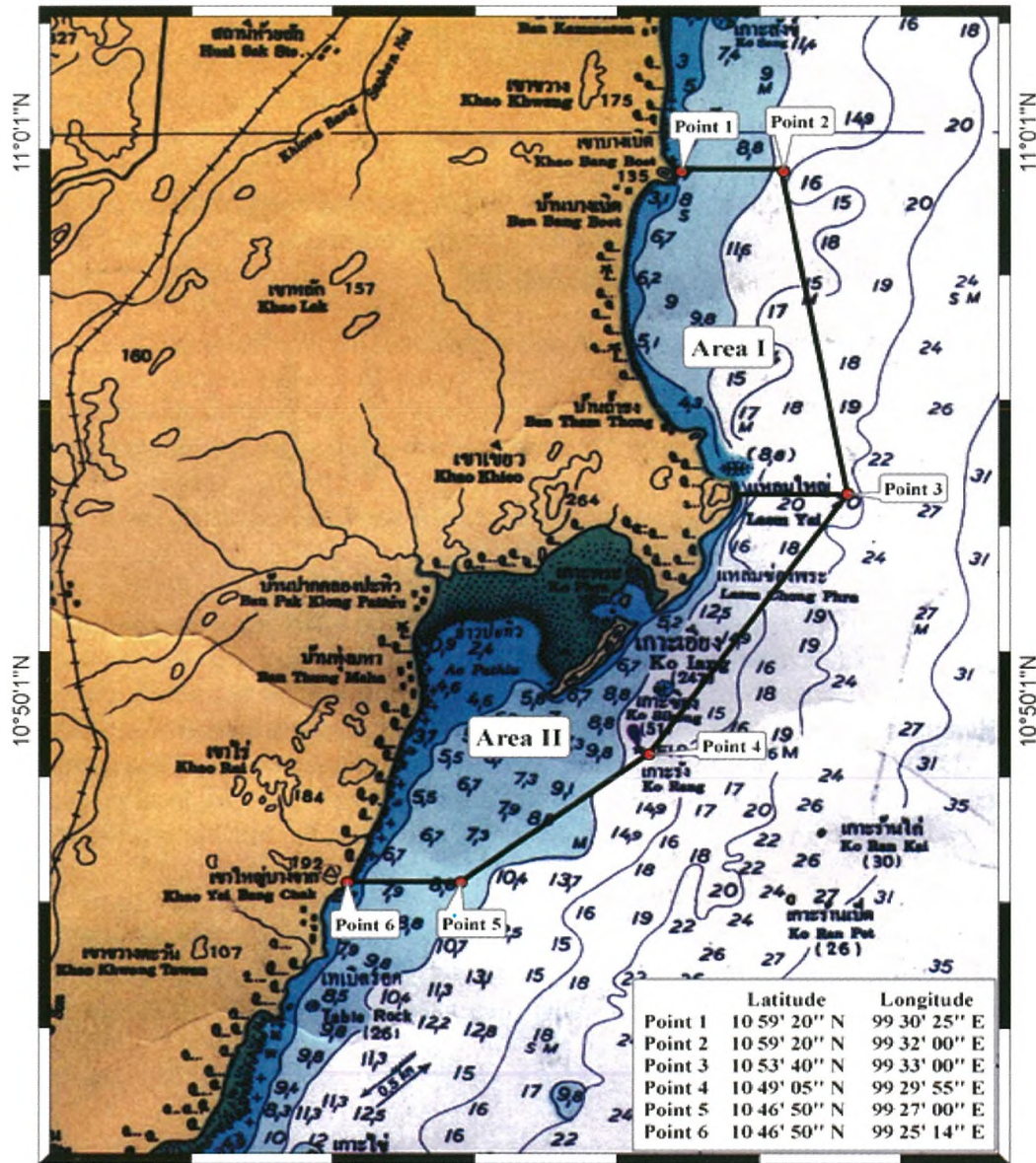
35. The demarcated zone management introduced in the Pathew Bay is an example of procedure of local people's participation in achieving community consensus to manage coastal resources. Ao.Bo.To., local resource users and other stakeholders debate their opinion on the public meeting stage to reach the common community's interest. Then, they made community consensus on the demarcated zones on Area I and Area II. The demarcated zones are authorized and enforced by the Chumporn Provincial Proclamation. An effectiveness of this proclamation depends upon Ao.Bo.To, local people, and other stakeholders coordinate with local government officers to strengthen the MSC of proclamation.

#### Reference

Yamao, Masahiro and Suanrattanachai, Phattareeya, Background and Project Proposal of Locally Based Coastal Resource Management in Pathew District, Chumporn Province (LBCRM-PD), TD/RES/No.55, LBCRM-PD No.2, July 2002. 50 pp.



Map of Demarcation of Coastal Area in Pathew Bay with officially proclaimed  
 by Chumphon Province on 4 October 2002



99°30'2"E  
 Arranged by Siripom Pangson, Research Division.  
 Southeast Asian Fisheries Development Center, Training Department, February, 2003.