# Sustaining Forest In Peninsular Malaysia: Existing Forest Laws And Malaysia's International Commitments

### Dr. Adzidah binti Yaakob

Faculty of Syariah and Law UniversitiSains Islam Malaysia, 71800 Nilai, Negeri Sembilan, Malaysia adzidah@usim.edu.my

### **ABSTRACT**

This paper seeks to address and discuss the importance of related national and international law in ensuring the sustainability of forest particularly in Peninsular Malaysia. The international commitments here refer to Multilateral Environmental Agreements which are related to forests and forestry and to which Malaysia is a party. The Malaysian Forest Law refers to forests Acts and Policies, inter alia the National Forestry Policy 1978 (Revised 1992) (the NFP) and the National Forestry Act 1984 (The NFA); other related government policies on forest conservation are referred to wherever relevant. Besides the challenges in compromising forest for the sake of economy, public rights upon forest is also another challenge to deal with. It is essential to look at related legislation on forest in order to perceive the sustainability of forest in Peninsular Malaysia.

**Key Words:** sustainable, forest, Peninsular Malaysia, forest laws, international law on forest

### INTRODUCTION

Forest in Peninsular Malaysia is governed by theForest Department Peninsular Malaysia in Kuala Lumpur and ten States Forestry Department. It is undeniable that the government of Malaysia is in the process of developing efforts to prevent its forests from being totally depleted. This has been proved by the Forestry Department of Peninsular Malaysia Annual Report 2013 that the forest coverage has increased from 5.79 million hectares in 2012 to 5.83 million hectares in 2013. The National Forestry Act and its Policy are their initial legal response to the issue of forests in Malaysia. This Act and Policy are based on the Federal Constitution; this particular supreme law of the land provides guidelines for the legislature to avoid going beyond the provisions provided under it. This has, however, affected the complexity of governing and administering forests among states in Malaysia. Forests in Peninsular Malaysia are now decreasing as a result of clearance of the forested land for the purpose of development, mostly agricultural activity. Despite the need to boost the country's economy, forests should be maintained for substantial reasons.

The government has prioritized forestry sector in its Malaysia Plan (MP) every 5 years. For the purpose of forest conservation-related matters, Yaakob has examined all the MPs as specified in Table 1.

Table 1: The Government's Priority on Forest in Malaysia Plan

Malaysia	Forest Priority		
Plan (MP)	•		
The First MP (1966-1970) <sup>2</sup>	The government emphasized economicand social development and progress in order to build an independent nation; hence, environmental concerns were not priority in this particular plan.		
The Second MP (1971- 1975) <sup>4</sup>	Forest was placed under Chapter IX - Agriculture, Forestry and Fishing. In the particular era there was a major expansion and clearance of forested land in order to establish rubber, oil palm and kernel estates. However, the government in the particular period made an effort to establish a Forest Research Laboratory in Kepong and a Forest Institution for the purpose of forest matters and concern.		
The Third MP (1976-1890) <sup>4</sup>	A continuation of the previous plan where agriculture continued to play an importar role in the economy and forestry was still placed under the same Chapter of th previous plan.		
The Fourth MP (1981-1985) <sup>5</sup>	Forestry was placed under Chapter XV - Agriculture, Livestock, Fisheries and Forestry.		
The Fifth MP (1986-1990) <sup>6</sup>	The government started to show more concern for forestry aspects in this was a continuation of the previous MP and it attempted to redress socio-economic imbalances and eradicate poverty.		
The Sixth MP (1991-1995) <sup>7</sup>	Forest was placed under the environment section of the plan and was no longer included among commodity resources. The government's interest in conserving forest was seen in the next plan in which the National Biodiversity Policy was launched in April 1998.		
The Seventh MP (1996- 2000)*	Forest was placed under Chapter 19 in the Environment and Sustainable Resource Management section.		
The Eighth MP (2001- 2005) <sup>9</sup>	Forest matters were placed under the same Chapter as the previous plan. This plan focused on the development and progress of the country towards fully-developed nation status by the year 2020.		
The Ninth MP (2006-2010) <sup>10</sup>	Started to emphasize preventive measures to reduce pollution by introducing environmental planning, i.e. Environmental Impact Assessment (EIA) and also enhancement of Research and Development (R&D). With regard to forestry the government made several efforts to upgrade the status of forest conservation.		
The Tenth MP (2011-2015) <sup>11</sup>	Focuses on economic stability and social justice, with funding being allocated to physical development and non-physical development on the basis of a 60/40 ratio. In this particular plan, forest has been placed under Chapter 6 – Building an Environment that Enhances Quality Of Life; the issue on conserving forests was underlined under subchapter 6: Valuing the Nation's Environmental Endowments.		

## EXISTING FOREST LAWS AND MALAYSIA'S INTERNATIONAL COMMITMENTS ON FOREST SUSTAINABILITY

In this segment, it is worth to highlight several important nationalandinternationallegislations and related issues pertaining to sustainability of forest in Peninsular Malaysia. Even though the percentage of forest coverage is relatively small, forest is considered to have been included in international legal regimes among other environmental substances for participating countries to observe and comprehend.

Forest matters are listed in the Ninth Schedule of the Federal Constitution(theFC) and have been placed under the power and jurisdiction of the state. Nevertheless, in order to analyse the status of forest under the FC, it is crucial to note that forest is subject to the states' power. Even though forest is subject to the states' power and control, the federal government also has power over forest for the purpose of uniformity, providing financial and technical advice. Therefore states need to conform to any efforts towards uniformity exercised by the federal government even though it will affect the states' forest planning. Concerns about forest preservation were first raised in 1922 when the High Commissioner of the Federated Malay States, Sir Laurence Guillemard, spoke in a Federal Council Meeting about the importance of forest conservation not only for the purpose of revenue but also for its additional benefits. In his speech. he stressed how the value of the forest would increase were it to be perfectly managed. This particular speech was taken as a forest policy statement. Later, this statement was thoroughly explained in the Federated Malay States General Secretary's Annual Report. Among the points raised was that the waste of wood in the process of land clearance for development purposes was prohibited; it also emphasised the importance of spreading knowledge and information to the public with regard to the need to conserve the forest. Last but not least, it was stressed that all of the efforts made in that particular period would be appreciated by future generations.

There are several types of forest listed in the NFP; however, the main concern was the extent to which forest could be maintained as it is believed that there was almost no effort to replace forest after the area had been excised. Therefore, the total area of forest loss was not replaced and, even if it was replaced, the forest environment could not be restored because the damage has been done. To conserve the damaged forest, the forest conservator would carry out conservation methods with an allocated budget although the allocated budget was never able to repair the massive forest loss. Nonetheless, the NFP should be carefully revised as the NFA will follow the revised framework of the policy.

Prior to establishment of the National Forestry Act, various ordinances and enactments had been passed for the purpose of regulating forests in Peninsular Malaysia. In 1993, several areas of the former NFA were amended with higher penalties and heavier punishments prescribed to punish the forest criminal or wrongdoer. However, the amended penalty does not serve deterrence purpose especially to timber tycoon. Indeed, the large amount of penalty could not even replace the damage that has already been done to the forest environment. The increased penalty should serve deterrence purpose of punishment particularly to those people in the industry. Among other amended provisions is burden of proof, which has been shifted from the prosecutor to the accused. Other than that, power to enforce the law has also been delegated to soldiers in ensuring forest security. Incentives and witness protection schemes are also available for

those who inform about forest crimes. The amended provisions are specifically designed to upgrade the NFA, specifically in the areas of forest security and sustainable management. Despite the amended provisions, the replacement of the excised forest area is not mandatory and there is no penalty provided on the failure of the state government or the project proponent to replace the de-gazetted forest reserved area. The failure of replacement of the de-gazetted forest area indeed contributes to reduction in forest coverage. Thus, the NFA is seen as more administrative in nature rather than focusing on the environmental aspects of forest. Thus, there is still room for the NFA to improve and develop as there are outstanding forest issues which demand the amendment of several provisions.

Another effective legal instrument to prevent damage to forest environment is the Environmental Impact Assessment (EIA). The EIA study is significant in avoiding potential damages or problems or even substantial cost in its implementation or reparation after the damage. Hence, the EIA is seen comprehensive but only due to procedural wise however, there is no direct impact on felled timber in the water catchment area and also quarry operation. Hence, the EIA should not be disintegrated in the process of planning decision-making. The role and accountability of the project proponent to appoint a qualified person is significant in preventing adverse impact to the environment is clearly stated under the recent amended section 34A of the Environmental Quality Act. Besides the appointment, the study or assessment conducted should fulfil the requirement of the report made by the DOE by having proper planning before and after the project towards preventing adverse environmental impact. In some cases, the project proponent carries out the project with the permission of the approving project authority without waiting for the approval of the EIA's report in order to avoid delay even though, the EIA's approval requirement is clearly stated in the section 34A (6) which states that "Any person intending to carry out a prescribed activity shall not carry out such activity until the report required under this section to be submitted to the Director General (the DG) has been submitted and approved." In the case of Tenggara, the EIA report's approval was made after the project has completed and this has indeed defeated the purpose of anticipating the environmental impact upon project. Nonetheless, that was not the issue of the case. This situation of EIA compliance has been frequently reported and the factors are said to be the loopholes in the law and regulation itself. Thus, it is significant to note that, the final approval by the approving authority onto the project would only be given after the approval of the EIA report. It is also significant to note that the EIA study is a responsibility of the project proponent to the prescribed activities and submitted to the Director General of the DOE before getting any permission from the approving authorities to start the project. Besides that, overlapping of jurisdiction is also said to be the factor of the said issue. In a case of non-compliance of law, the DOE would request the project proprietor to prepare and submit the Environmental Management Plan (EMP) for the purpose of project's post monitoring besides imposing penalties. The EMP is required to

be prepared by the project proprietor and submitted to the DOE for the purpose of ensuring compliance to the regulations of the DOE. In the EQA (Amendment) Act, section 34AA is inserted to include the power of the DG to issue prohibition order to the person carrying out the prescribed activities breached or violated the approval's condition. The recent amended provisions of the EQA have at least resolved several issues involving significant effect on the preparation of the EIA Report namely assessment report which will be prepared by the appointed qualified person rather than prepared by the person carried out the project.

Another issue is pertaining to the condition of the size of logging area for submission of EIA report that is more than 500 hectares where the size itself is unreasonable. It is unreasonable because the size itself is too large for a project that involves forest hence; there will be no submission of EIA report for those projects that not exceed the size. Thus, the hectares should be reduced to avoid absurdity and also adverse impact on forest environment.

There is also other provision that provides room for public to participate in preparing detailed EIA reports. However, this public privilege is not offered in the preliminary EIA report. In this particular process, public would submit their view to an independent body known as review panel and this panel would then make recommendations to the DG who would have the final say to the report. Nonetheless, in forestry matter detailed EIA is rarely submitted by the project proponent because only small fraction of forest area involved. Hence, public participation is not required in forestry matter.

Forestry sector in Peninsular Malaysia is also subjected to the National Physical Plan (the NPP) that outlines strategic policies for physical development and conservation for the whole of Peninsular Malaysia. Every five years the Plan will be reviewed until it achieves the target scheduled for the year 2020. The NPP is interpreted from the Town and Country Planning Act 1976 (Act 172) and it focuses more on the development of conurbations. The NPP-2 (revised version) aims to realize "the establishment of an efficient, equitable and sustainable national spatial framework to guide the overall development of the country towards achieving a developed and high-income nation status by 2020." In achieving this aim, it will take into account the government's initiatives, i.e. The National Key Result Areas (NKRA), the Economy Transformation Programme and the Tenth Malaysia Plan. In regard to forest conservation in Peninsular Malaysia, the NPP-2 in its Theme 6 emphases "conserving natural resources, biodiversity and the environment." It focuses on several types of environmental protection for forest including creating Protected Areas consisting of Watershed Areas, constructing a ranking system for Environmentally Sensitive Areas (ESA), conducting a study on the Central Forest Spine and gazetting watershed areas to prevent future encroachment.

To ensure the successful of forest environmental planning, several related agencies were selected to implement the relevant policies of the NPP. For instance, the Department of Forestry, Department of Environment, Wildlife Department, Local Authorities, State Authorities, Regional Development Agencies (Northern Corridor Implementation Authority (NCIA), East Coast Economic Region Development Council (ECERDC) & Iskandar Regional Development Authority (IRDA)) have been assigned to determine ESA and buffer zones in the Structure Plan and Local Plan as it is clearly stated in the policy that "ESA shall be integrated in the planning and management of land use and natural resources" The NPP interprets 'Central Forest Spine' (CFS) as the backbone of the linkage of ESA in Peninsular Malaysia which covers four groups of forest: i) Titiwangsa Main Range - Star Range - Nakawan Range; ii) East Range - National Park; iii) South-East Pahang, Chini and Bera marshy areas; and iv) Endau-Rompin National Park - Kluang Wildlife Reserve.

Referring to the role of Convention on Biological Diversity (CBD) in Peninsular Malaysia's approach to protecting and conserving forest, it can be perceived that the clear guidelines have been underlined by the CBD for FDPM to plan for flexible techniques and approaches to protection and preservation of forest. The CBD has basically given a full picture of how member states should manage their biological diversity resources in order to maintain the species within the ecosystem. In its Article 8, ithighlightsthein situ conservation to denote protected areas where member states that wish to establish these protected area need to have criteria and conditions underlined in order to uphold the objectives of forest conservation. This has also been highlighted in A Guide to the Convention on Biological Diversity (Box 4) pertaining to the significance of maintaining the ecosystem and structure where this matter has been confirmed in a research finding that there is a correlation between species diversity and the sustainability of the ecosystem. Based on the author's observation, FDPM has paid attention to preserving forests in Peninsular Malaysia by categorizing specific forest areas to be maintained and sustained. However, the ecosystem approach recognised by the CBD is not found in SFD's practices in conserving forest, as an ecosystem approach requires an established network of forest authorities. This is not the situation in Peninsular Malaysia where there are various departments in charge of different subjects, and the departments are also creating different laws affecting subjects living within the forest, thus contributing to the issue of conflict of interest. The protected area approach under CBD, however, is practised by the SFD in Peninsular Malaysia where a number of protected areas have been gazetted for the purpose of preservation and protection of unique species of flora and fauna. Nonetheless, in this particular aspect the Orang Asli residing in forest areas have been greatly affected by the system. This issue should be pondered by those in authority.

The Convention International Trade of Endangered Species of Wild Flora and Fauna(CITES) aims to ensure the survival of endangered species of wild flora (plants) and fauna (animals) from extinction as a result of over-exploitation through international trade. Related provisions upholding the objective of forest conservation can be seen in Articles III, IV and V; under these provisions certain rules and guidelines have been regulated for specific species which have been categorized based on the degree of threat of extinction. If the species is threatened with extinction, trade will be allowed only in exceptional circumstances, i.e. scientific research. Import permits can be issued only if the species is not related to commercial purposes. To ensure that the threatened species are legally traded, there is another condition to be observed; i.e. the consequence of the importation must not be to the detriment of the species' survival. The CITES also highlights species that are protected in at least one country. Hence, to ensure the success of this particular provision, cooperation and assistance between contracting parties to the CITES is vital. Nevertheless, the list of species is not exhaustive. In the 54th CITES Standing Committee meeting in 2006, Malaysian timberrelated issues were raised. The types of timber were Ramin (Gonystylusspp) and Gaharu (Aquilariaspp), and it was noted that Malaysia was not following the requirements of the Convention for the harvesting of timber in peat swamp forest. Hence, the secretariat proposed that specimens from Malaysia be suspended until Malaysia notified the secretariat of the Convention about these issues. This shows Malaysia's absolute passion and commitment to preserving its species of timber.

Pertaining to conservation of wetlands, the Ramsar Convention or the Convention on Wetlands of International Importance especially as Waterfowl Habitat has been passed in the city of Ramsar, Iran. The Convention initially placed its focus on the importance of Waterfowl Habitats but broadened its scope after several years to include all aspects of wetland conservation and wise use of all wetlands. There are several Wetlands in Peninsular Malaysia that have been recognized as Ramsarsitescovering 41,419 hectares.

Table 2: Ramsar sites in Peninsular Malaysia (ha)

Ramsar sites	Location	Date of declaration	Extent (ha)
TasekBera	Pahang	10 November 1994	31,120
TanjungPiai	Johor	31 January 2003	526
Sungai <u>Pulai</u>	Johor	31 January 2003	9,126
PulauKukup	Johor	31 January 2003	647

Areas of wetlands need to be conserved for a number of reasons, i.e. environmental, social and economic aspects. Above all, the environmental aspects of conserving wetlands need to be the main concern of the contracting parties, especially those where the recent tsunami tragedy has proved the significant role of mangroves in reducing wave impacts along coastal areas of

Peninsular Malaysia. Recently, FRIM has reported that six islands in Selangor will be vanished caused by loss of mangroves along the coastal area.

Forest is a natural heritage for every States to preserve. Hence, theConventionConcerning the Protection of the World's Cultural and Natural Heritageproposes the preservation of the cultural and natural heritage of the world. Even though there is no direct mention of 'forest' stated in the provision, it tacitly indicates the importance of the conservation of natural forest habitat for flora and fauna; hence, forest can be considered as natural heritage. Malaysia, as a party to the Convention, should take a proactive approach in encouraging preservation and conservation of forest. This has also been clearly underlined under part II of the Convention in Articles 3 to 7 which recognize the duty of the State Parties to identify and protect the natural heritage with any appropriate measures. The World Heritage Committee has considered about 936 properties to be listed as having outstanding universal value. By March 2012, 189 State Parties had ratified the Convention. Melaka and George Town are considered as Historic Cities of the Straits of Malacca, while GunungMulu National Park and Kinabalu Park are also on the Convention list. Nonetheless, no particular forest site in Peninsular Malaysia has yet been recognized as a natural heritage site even though there are various areas of forest of aesthetic value such as TanjungPiai in Johor, Matang Mangrove Forest in Perak, and Kilim Karst Geopark.

The Kyoto Protocol (the Protocol) has 192 parties including 37 industrialised countries and the European Community. These countries have committed themselves to reducing their emissions by an average of 5 percent by 2012 against 1990 levels. The Protocol is linked to the United Nations Framework Convention on Climate Change (the UNFCC) in terms of committing the industrialised countries to conform to the agreement; at the same time, the UNFCC encourages the countries to alleviate the effects of their Green House Gases (GHG) emissions. For the agreement to have an efficient outcome, the UNFCC has outlined recommendations which could mitigate the rate of global warming. Among the recommendations is the expansion of forests. It also highlights the significance of the role of "sinks" played by trees and other green plants. This is a clear sign of the prioritization of forest in mitigating the world's climate change. The Protocol has also underlined that if the industrialised countries are lacking the space to establish and expand forest, they may pay for their GHG emissions to the other countries which are in need of financial facilities to maintain and establish forest in their countries. This can be considered an upright approach to establishing harmonious relationships between countries. Thus, the intention to establish and expand forest could be pursued by other countries with enormous amounts of space but few financial facilities.

There are a total of 270 Proposal of Actions under the United Nation Forum on Forest (UNFF), 186 of which are relevant to Malaysia, and 16 elements have been categorized and grouped. With reference to those sixteen elements which

are considered relevant to Malaysia's situation, it seems that all factors have been taken into consideration in ensuring the sustainability and continuity of forests in Malaysia. Therefore, it will involve the outlining of planning and strategies in managing and administering forests for the benefit of all. Hence, it can be seen that this huge function is being carried out not only by the guardians of the forest (forest conservators) but also by the public at large. Producer countries, especially developing countries, will require various kinds of assistance from the developed countries, i.e. financial, human resources, technology, infrastructure etc, in order to realize and implement the international criteria and actions. Thus, should the developed countries show a willingness to provide assistance to the producer countries to achieve the aim, the practice will be applauded.

### **CONCLUDING REMARKS**

Thus, from the above discussion it is clearly seen that forest conservation has been a substantial part of the environmental agenda for both Malaysia's legal regime and the international legal regime. The basis of forest jurisdiction is laid down in the Federal Constitution and forest in Peninsular Malaysia is governed by the National Forestry Policy 1978 (Revised 1992) and the National Forestry Act 1984. The EIA is also seen as an environmental risk predictable mechanism that helps to prevent harm to the forest environment. In this case, the accountability and the integrity of the project proponent in preparing the EIA report is considered vital and the role of the DG is also significant in maintaining the quality of environment especially in ensuring the EIA report is well documented for the purpose of avoiding further adverse impact on environment. However, it will only applicable to prescribed activities under the Act. Besides these, there are several other policies that are mostly related to the issue of forest conservation, for instancethe National Policy on Biological Diversity 1998 and the National Policy on the Environment 2002. There are also Malaysia Plans which are related to forest; for instance, the first Malaysia Plan and all subsequent plans up to the tenth Plan clearly describe the contribution and benefits of forest. From these Plans, we can clearly see the shifting role of forest from a matter of commodity to environmental substance as a result of public awareness of the importance of sustaining the forest. Besides the Malaysia Plans, there are also other plans such as the National Physical Plan and many others which affect the existence and sustainability of forest. The plans, however, are not exhaustive as the law and policy are progressing as the outcome of the raising of environmental awareness among policymakers and the public at large. Nevertheless, all these plans are not legally binding in its effect. Thus, it is vital to integrate the programmes and strategies in these National Plans so that forests in Peninsular Malaysia would not encounter any difficulty in ensuring its sustainability.

Besides endure commitments that have been given by the government of Malaysia in dealing with forest issues, public engagement with forest should also be appropriately dealt with. Forest knowledge and information should be widely disseminated not only through the websites but also public areas. For instance, by having huge billboard showing the designation of forest reserve area hence, the information candirectly reach the public. The public with this forest knowledge shall then assist the forest manager in giving information on unusual conditionof that forest reserve area. The existence of a signboard or direction showing the location of the Central Forest Spine or main range along theKarak and PLUS Highway shall straightly educate the public as well.

Thus, there are indeed major forest issues on which international and, especially, Malaysian legal instruments must focus in order to prevent our forest from being diminished. Amendments to and enhancement of forest law and policy of Peninsular Malaysia are crucial and must be instigated as forest losses are becoming an international and major issue around the world and need prompt action. Thus, it will be in line with the key areas of Malaysia's Green Strategies that have been set up in the National Policy on Environment (NPE) for the purpose of achieving integration in decision-making among all stakeholders of any form of development in Malaysia. This is intended to boost the NPE's aim of achieving long-term economic growth and human development as well as to enhance the success of environmental protection.

Nevertheless, there are still issues relating to international and Malaysian legal content that need to be taken into consideration particularly public engagement in order to ensure that forests in Peninsular Malaysia are sustained and preserved for many more years. Thus, greater efforts by those related government agencies and stakeholders are vital to achieve an optimal result in sustaining forest in Peninsular Malaysia.

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