



ASEAN Biodiversity Research Report No. 2024-01

Policy and Governance Review of Marine National Parks in Indonesia: Insights from Wakatobi and Togean National Parks



Policy and Governance Review of Marine National Parks in Indonesia: Insights from Wakatobi and Togean National Parks

Policy and Governance Review of Marine National Parks in Indonesia: Insights from Wakatobi and Togean National Parks

Citation:

Minarputri, N. (2026). Policy and governance review of marine national parks in Indonesia: Insights from Wakatobi and Togean National Parks (ASEAN Biodiversity Research Report No. 2026-02). Laguna, PH: ASEAN Centre for Biodiversity.

Cover design: Jonna Ellaine A. Jordan

Photo credits: Sasi

Printed and Published
ASEAN Centre for Biodiversity
D.M. Lantican Avenue, University of the Philippines Los Baños
Laguna, Philippines 4031
Phone: +6349 536-2865
Fax: +632 584-4210

For inquiries
ASEAN Centre for Biodiversity
cd@aseanbiodiversity.org

or

Ms. Noorafebriane Minarputri
National Consultant, ASEAN ENMAPS Project
noora.minarputri@gmail.com

Disclaimer

This publication was produced with the assistance of the project Effectively Managing Networks of Marine Protected Areas in Large Marine Ecosystems in the ASEAN Region (ASEAN ENMAPS). ASEAN ENMAPS is implemented by the United Nations Development Programme through the funding of the Global Environment Facility, with the ASEAN Centre for Biodiversity as the executing agency.

The contents of this publication are the sole responsibility of the author and do not necessarily reflect the views of either the ACB, UNDP, or the GEF. Reproduction of this publication in full or part or adaptation for local use for educational and other non-commercial purposes is authorised without prior permission from the publisher, provided that the authors and publisher are fully acknowledged.

TABLE OF CONTENTS

| | |
|---|------|
| Contents | iii |
| List of Tables | v |
| List of Figures | vi |
| Acronyms | vii |
| Executive Summary | viii |
| | |
| 1 INTRODUCTION | |
| 1.1 Background and Rationale | 1 |
| 1.2 Objective | 2 |
| 1.3 Scope and Analytical Boundaries | 2 |
| | |
| 2 METHODOLOGY AND FRAMEWORK | 4 |
| 2.1 Overall Approach | 4 |
| 2.2 Policy and Regulatory | 5 |
| 2.3 Guiding Analytical Questions | 5 |
| | |
| 3 THE REGULATORY ARCHITECTURE OF MARINE PROTECTED AREAS AND NATIONAL PARKS IN INDONESIA | 8 |
| 3.1 Institutional Mandates for MPA Management | 9 |
| 3.2 Community Participation governance within a Conservation Framework | 12 |
| 3.3 Financing Framework for National Parks and MPAs in Indonesia | 13 |
| 3.4 Legal Status and Governance Implications of Biosphere Reserves in Indonesia | 15 |
| 3.5 Conclusiion | 17 |
| | |
| 4 FIELD FINDINGS FROM WAKATOBI AND TOGEAN NATIONAL PARKS | 19 |
| 4.1 Cross-Site Summary of Field Findings | 19 |
| 4.2 Wakatobi National Park (TNW) | 21 |
| 4.3 Togeian Islands National Park (TNKT) | 23 |
| | |
| 5 POLICY AND REGULATORY ANALYSIS OF COMMUNITY PARTICIPATION AND LIVELIHOODS IN MPA AND MPA NETWORK GOVERNANCE | 26 |
| 5.1 Analysis to Analytical Question 1 | 28 |
| 5.2 Analysis to Analytical Question 2 | 30 |
| 5.3 Analysis to Analytical Question 3 | 34 |
| 5.4 Analysis to Analytical Question 4 | 36 |
| 5.5 Analysis to Analytical Question 5 | 39 |

| | | |
|-----|---|----|
| 6 | ACTIONABLE POLICY AND GOVERNANCE RECOMMENDATIONS | 41 |
| 6.1 | National-Level Recommendations | 41 |
| 6.2 | Provincial-Level Recommendations | 49 |
| 6.3 | District-Level Recommendations | 51 |
| 6.4 | Balai National Park-Level Recommendations | 53 |
| 6.5 | Strategic Sustainable Financing Pathways for TNKT and TNW | 55 |
| 6.6 | Recommendation Priority for Strengthening Governance and MPA Network Effectiveness in TNKT and TNW | 58 |
| | REFERENCE | 62 |
| | APPENDICES | 63 |

LIST OF TABLES

| | | |
|---|--|----|
| 1 | Key national laws governing marine protected areas in Indonesia | 8 |
| 2 | Key regulations governing MPAs under the Ministry of Marine Affairs and Fisheries | 9 |
| 3 | Key regulations governing MPAs under the Ministry of Forestry Indonesia | 10 |
| 4 | Key regulations governing community participation and livelihoods in conservation areas | 13 |
| 5 | Financing sources and regulatory framework for national parks and MPAs in Indonesia | 14 |
| 6 | Governance typology in TNW and TNKT | 20 |
| 7 | Synthesis of Policy Analysis on Community Participation and Livelihoods in TNKT and TNW | 27 |
| 8 | Group classification table | 44 |
| 9 | Prioritised recommendations for strengthening governance and MPA network effectiveness in TNKT and TNW | 59 |

APPENDIX TABLES

| | | |
|---|---|----|
| 1 | Article diagnostic review for Wakatobi National Park (TNW) | 61 |
| 2 | Article diagnostic review for Togean Islands National Park (TNKT) | 65 |
| 3 | Key articles in UU 32/2024 Requiring cross-reference with MMAF regulatory framework | 67 |

LIST OF FIGURES

| | | |
|---|---|----|
| 1 | Methodological approach applied for the policy and regulatory review conducted under Output 1 | 4 |
| 2 | Field findings in TNKT and TNW | 21 |
| 3 | Overview of inter-connected recommendations and sequential set of actions | 41 |

BOXES

| | | |
|---|---|----|
| 1 | Lesson learned from Indonesia: “Functional network governance” in the Bird’s Head Seascape (Raja Ampat and surrounding MPAs) | 12 |
| 2 | Emerging best practice from Wakatobi National Park (TNW): Women-led MSMEs diversification as a conservation-compatible livelihood pathway | 24 |
| 3 | Community-Based “Buka–Tutup Gurita” (Octopus Closure System) in Kadoda | 25 |
| 4 | Proposed logical assessment flow for marine cultivation in national parks | 48 |

ACRONYMS

| | |
|---------------------|---|
| APBD | Anggaran Pendapatan dan Belanja Daerah |
| APBN | Anggaran Pendapatan dan Belanja Negara |
| ASEAN ENMAPS | Effectively Managing Networks of Marine Protected Areas in the ASEAN Region |
| BLU | Badan Layanan Umum (Public Service Agency) |
| BP2SDM | Badan Penyuluhan dan Pengembangan Sumber Daya Manusia (Agency for Extension and Human Resource Development) |
| BPDLH | Badan Pengelolaan Dana Lingkungan Hidup |
| CSR | corporate social responsibility |
| DIPA | Daftar Isian Pelaksanaan Anggaran |
| FGD | Focus group discussion |
| KII | key informant interview |
| MMAF | Ministry of Marine Affairs and Fisheries |
| MoEF | Ministry of Environment and Forestry |
| MoFor | Ministry of Forestry |
| MPA | marine protected area |
| MSMEs | micro, small, and medium enterprises |
| NGO | Non-governmental organisation |
| PNBP | Penerimaan Negara Bukan Pajak |
| RPJP | Rencana Pembangunan Jangka Panjang or Long-Term Development Plan |
| SIMULH | Sistem Informasi Manajemen Penyuluhan (Extension Management Information System) |
| TNKT | Taman Nasional Kepulauan Togean (Togean Islands National Park) |
| TNW | Taman Nasional Wakatobi (Wakatobi National Park) |
| UMKM | usaha mikro, kecil, dan menengah |

EXECUTIVE SUMMARY

Marine protected areas (MPAs) in Indonesia are increasingly expected to deliver both conservation outcomes and tangible socio-economic benefits for coastal communities. This policy and governance review was conducted under the project *Effectively Managing Networks of Marine Protected Areas in the ASEAN Region* (ASEAN ENMAPS) to examine whether Indonesia's existing legal and regulatory framework adequately supports community participation and livelihood development within MPAs and potential MPA networks, with specific reference to Togean Islands National Park (TNKT) and Wakatobi National Park (TNW).

While the initial analytical focus centred on community participation and livelihood dimensions of MPA governance, consultations with the Ministry of Forestry and site-level authorities highlighted the importance of situating these issues within the broader regulatory, institutional, and financing architecture governing marine national parks. This report, therefore, examines: (1) the overall legal conservation framework under Law No. 32/2024¹; (2) the interaction between forestry and marine-fisheries mandates; (3) relevant management planning instruments; and (4) existing public and partnership-based financing mechanisms.

Findings suggest that Indonesia has established a strong and coherent legal foundation to create and manage MPAs. **National laws and implementing regulations explicitly recognise community participation, provide legal space for conservation-compatible livelihood activities, and enable collaboration through empowerment, partnership, and zoning mechanisms.** Financing pathways for marine national parks are legally defined through state budgets (*Anggaran Pendapatan dan Belanja Negara* [APBN]), regional co-financing (*Anggaran Pendapatan dan Belanja Daerah* [APBD]), non-tax state revenue (*Penerimaan Negara Bukan Pajak* [PNBP]), partnerships, and environmental funding instruments.

Field consultations conducted in TNKT and TNW indicate that **translating these policy provisions into sustained livelihood outcomes and adaptive governance practices varies across sites. They depend on local conditions, institutional maturity, and communication approaches.** In some instances, participation is experienced primarily through project-based engagement rather than as a continuous governance process. Livelihood support is often framed through individual activities rather than staged development pathways that allow communities to diversify, upgrade, and scale their economic opportunities over time. Zoning provisions, while legally designed to balance conservation and sustainable use, are not always uniformly understood at community level. In addition, existing financing mechanisms provide a stable foundation for financing national park management, but operate within

¹ amending Law No. 5 of 1990 on the Conservation of Biological Natural Resources and Their Ecosystems

established public financial management procedures that require careful sequencing and coordination to support adaptive implementation.

These findings suggest that the core policy framework is largely sufficient. **Opportunities for strengthening lie primarily in further articulating operational guidance, enhancing harmonisation across governance levels, and clarifying technical interpretation in specific marine contexts.** Adaptation, learning, scaling up of livelihood initiatives, and cross-site connectivity are all permissible within current regulations, and can be further supported through practical guidance and structured coordination.

The review also highlights **promising local practices that demonstrate the potential for strengthened governance and livelihood integration.** In TNW, women-led livelihood diversification initiatives illustrate how community enterprises can develop in ways that remain compatibility with conservation zoning, while supporting local economic development. In TNKT, community-based adaptive fisheries management practices such as *buka–tutup gurita* (temporary octopus closure system) reflects locally grounded stewardship approach aligned with conservation objectives. These experiences provide valuable lessons and a foundation for further institutional embedding and knowledge exchange across sites.

Based on this comprehensive policy review and field-level assessment, **the report recommends a set of incremental and actionable measures that build upon the Indonesian’s existing legal framework rather than advocating structural regulatory reform.** Key recommendations focus on:

1. Enhancing technical guidance on staged livelihood development within marine national parks;
2. Strengthening operational coordination between forestry and fisheries authorities;
3. Improving monitoring and institutional readiness of community livelihood group through mechanisms such as a national registry of community livelihood initiatives;
4. Strengthening functional connectivity and cross-site learning consistent with emerging MPA network approaches;
5. Supporting provincial roles in market access, connectivity, and local economic integration;
6. Utilising district-level coordination platforms, including Biosphere Reserve mechanisms where relevant, to translate policy framework into practical outputs and implementation; and
7. Sequencing sustainable financing pathways that strengthen budget justification, partnership alignment, and longer-term readiness for performance-based mechanisms.

Overall, these measures outline a governance pathway that links national regulatory clarification with provincial coordination, district-level facilitation, and site-level implementation. By strengthening the operational articulation of existing policies, these actions can reinforce Indonesia's conservation framework, support implementation of Law No. 32/2024, and enhance both individual MPA performance and broader network effectiveness under the ASEAN ENMAPS Project.

1 INTRODUCTION

1.1 Background and Rationale

Marine protected areas (MPAs) play a critical role in Indonesia's efforts to conserve marine biodiversity while supporting sustainable fisheries and coastal livelihoods. Beyond their ecological function, MPAs are increasingly expected to contribute to improved socio-economic outcomes for local communities, particularly those whose livelihoods are directly dependent on marine and coastal resources.

MPAs in Indonesia are governed under a dual management framework involving both national and provincial authorities. At the national level, MPAs fall under the mandates of the Ministry of Marine Affairs and Fisheries (MMAF) and the Ministry of Forestry (MoFor), reflecting Indonesia's historical and sectoral approaches to marine and terrestrial conservation.

Under the MoFor, certain conservation areas are designated as *Taman Nasional* (National Parks), some of which include significant marine and coastal zones. These marine national parks are managed as integrated land–sea systems and are subject to conservation regulations applicable to both terrestrial and marine environments. At the sub-national level, provincial governments hold authority over marine conservation areas within their jurisdiction, particularly within the 0–12 nautical mile zone, and play an important role in MPA planning, zoning, and management in accordance with national policies.

Indonesia has established an extensive legal and policy framework governing marine conservation, fisheries management, and coastal development. These policies formally recognise the importance of community participation in conservation and, in several cases, acknowledge the need to align conservation objectives with local livelihood opportunities. In practice, however, the extent to which existing regulations effectively enable community involvement and support sustainable livelihoods within MPAs varies across sites and governance contexts.

As Indonesia moves towards more integrated and network-based approaches to MPA management, attention is shifting from individual protected areas to the broader governance conditions that shape participation, benefit-sharing, and long-term sustainability. This includes examining whether current policies provide sufficient flexibility to accommodate diverse community needs, evolving livelihood strategies, and opportunities to enhance benefits over time, particularly in long-established MPAs such as *Kepulauan Togean* National Park (TNKT) and *Kepulauan Wakatobi* National Park (TNW).

Within this context, a focused assessment of the policy and regulatory environment is essential to understand how existing rules shape community engagement and livelihood outcomes in MPAs and potential MPA networks. Such an assessment provides a necessary foundation for identifying policy-level constraints and

opportunities before addressing institutional arrangements and system-level performance.

1.2 Objective

This Policy and Governance Review aims to conduct a policy and regulatory review and analysis of governance mechanisms related to community livelihoods and participation in establishing and managing MPAs and potential MPA networks in Indonesia, with specific reference to TNKT and TNW.

Specifically, this output aims to:

1. Review laws, regulations, and policy instruments that define community involvement in MPA establishment, management, and network development;
2. Assess whether existing regulatory frameworks adequately support livelihood-based participation and benefit-sharing for local communities;
3. Identify policy-level gaps and constraints that limit flexibility, adaptation, and scaling up of community livelihood initiatives within MPAs and MPA networks; and
4. Provide practical, policy-oriented recommendations to strengthen regulatory support for inclusive, livelihood-sensitive MPA and MPA network governance.

This output focuses on policy design and regulatory intent, rather than on implementation performance or institutional effectiveness.

1.3 Scope and Analytical Boundaries

Following discussions with the ASEAN ENMAPS project, this report focuses on the policy and regulatory dimensions of community participation and livelihoods within MPA and MPA network governance. The analysis covers national and sub-national laws, regulations, and policy instruments relevant to:

- community participation in marine conservation and fisheries management;
- livelihood-related access to and use of marine resources within MPAs;
- partnership, incentive, and benefit-sharing mechanisms; and
- policy provisions relevant to MPA networks and cross-site collaboration.

Furthermore, TNKT and TNW were selected for this analysis due to their ecological significance, their status as marine national parks, and their strategic relevance within the ASEAN ENMAPS project, which is actively implemented in both sites. These characteristics make the two sites particularly suitable for examining how existing policies and regulations shape community participation and livelihood opportunities within MPAs and across potential MPA networks.

This policy and regulatory analysis were conducted with the explicit objective of informing improvements in governance and sustainable financing for TNKT and TNW.

The analysis examines how existing policies apply to their specific governance and livelihood contexts.

Findings from the policy review are therefore interpreted in relation to:

- governance challenges experienced by TNKT and TNW;
- constraints affecting community livelihoods and benefit-sharing;
- limitations in current financing arrangements; and
- opportunities for policy adjustments that can enhance management effectiveness and financial sustainability.

Insights from field discussions and interviews are used to ensure that policy recommendations are practical, context-sensitive, and directly relevant to the needs of TNKT and TNW, while remaining applicable within the broader national policy framework.

To ensure clear complementarity among outputs, this report **does not**:

- map stakeholders, institutions, or community groups;
- evaluate the effectiveness of livelihood programs or conservation outcomes;
- analyse institutional coordination, engagement processes, or governance performance; or
- assess fisheries sustainability, gender dynamics, or benefit distribution at site level.

These aspects are addressed in subsequent outputs. Output 1 serves as a policy diagnostic, establishing the regulatory context and identifying policy-level entry points that inform the institutional mapping and integrated system analysis that are presented separately in Output 2 and Output 3.

2 METHODOLOGY AND FRAMEWORK

2.1 Overall Approach

This output applies a policy- and regulation-focused analytical approach, informed by field-level insights gathered through consultations and interviews conducted under the project. While the analysis remains a desk-based review of laws and policies, it is intentionally shaped by practical issues raised by stakeholders on the ground, particularly regarding community participation and livelihood opportunities within MPAs and potential MPA networks.

Issues raised by stakeholders on the ground were identified by mini-focus group discussions (mini-FGDs) and key informant interviews (KII). These approaches were designed to examine local marine resource governance practices, including the distribution of roles and responsibilities among actors, the application of rules at the local level, coordination and decision-making mechanisms, stakeholder mapping, as well as community livelihood dynamics and access to sustainable financing.

Recognising that effective MPA governance requires an enabling legal and policy framework, this analysis examines whether existing regulations are adequate to support community involvement, adaptive livelihood development, and coordinated management across sites. The approach combines structured policy analysis with contextual interpretation drawn from discussions with practitioners, community representatives, and project partners (Figure 1).

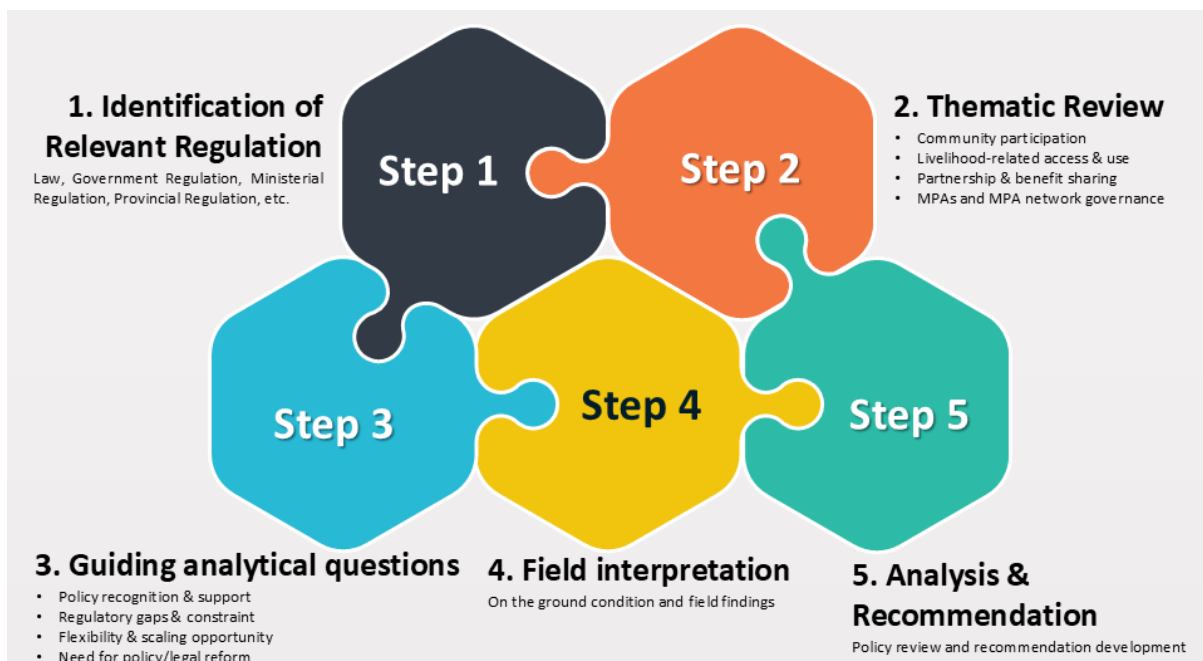


Figure 1. Methodological approach applied for the policy and regulatory review conducted under Output 1

2.2 Policy and Regulatory

This policy study mainly reviews existing legislations and literature for relevant information. The policy and regulatory review cover national and sub-national policy instruments relevant to MPA and MPA networks governance, with particular attention to provisions that regulate:

- community participation in conservation and fisheries management;
- access to and use of marine resources for livelihood purposes;
- partnership, incentive, and benefit-sharing mechanisms; and
- governance arrangements relevant to MPA networks and cross-site coordination.

The policy instruments reviewed include:

- laws and government regulations;
- presidential and ministerial regulations; and
- relevant provincial and district regulations and planning instruments, where applicable to TNKT and TNW.

Policy documents were analysed to identify:

- explicit provisions that define rights, roles, and mechanisms for community involvement and livelihoods;
- implicit assumptions embedded in regulatory design that affect flexibility and adaptability; and
- regulatory gaps or inconsistencies that constrain effective governance and sustainable financing of MPAs.

This review provides the basis for identifying policy-level constraints and opportunities that directly influence community livelihoods and participation in MPA and MPA network governance.

2.3 Guiding Analytical Questions

The policy review and analysis are structured around the following guiding questions, adapted from established governance assessment approaches and refined based on field-level observations and stakeholder discussions:

- 1. Do existing laws, policies, and regulations explicitly recognise and support community participation and livelihood development within MPAs and MPA networks?**

This question examines whether current policy instruments:

- recognise communities as legitimate actors in MPA establishment and management;
- provide legal space for livelihood-related activities compatible with conservation objectives; and
- articulate principles of participation, benefit-sharing, and inclusiveness.

The analysis considers both explicit policy provisions and implicit assumptions that shape how community involvement is expected to occur.

2. Are there policy or regulatory gaps that constrain meaningful community participation and livelihood outcomes in practice?

This question focuses on identifying:

- missing or weak regulatory provisions;
- overly rigid or prescriptive rules that limit adaptation to local contexts;
- inconsistencies across conservation, fisheries, and spatial planning policies; and
- regulatory barriers to livelihood diversification and benefit scaling.

Insights from interviews and field engagement were used to interpret how these gaps manifest on the ground, without evaluating institutional performance.

3. To what extent do existing policies enable adaptation, learning, and scaling up of community livelihood initiatives within and across MPAs?

This question assesses whether policies:

- allow community roles and livelihood activities to evolve over time;
- provide mechanisms for expanding benefits in long-established MPAs;
- support coordination and learning across sites, including within MPA networks.

Particular attention is given to mature MPAs, where stakeholders highlighted challenges related to stagnation and limited pathways for scaling up community benefits.

4. What policy-level options exist to address identified gaps and strengthen community livelihoods and participation in MPA and MPA network governance?

This question guides the formulation of practical, policy-oriented recommendations, considering:

- existing policy instruments that could be refined or better aligned;

- opportunities for regulatory clarification, guidance, or adjustment;
- the broader landscape of conservation and fisheries initiatives already underway.

Recommendations focus on what can be done at the policy and regulatory level, rather than on institutional or programmatic actions.

5. Is there a need for policy or legal reform to better support inclusive and livelihood-oriented MPA and MPA network governance in Indonesia?

This final question synthesises findings to assess whether:

- existing policies are largely sufficient but require improved coherence and guidance; or
- targeted policy or legal reforms are necessary to enable more effective, inclusive, and scalable community participation and livelihood outcomes.

This analysis focuses primarily on policy design and regulatory frameworks rather than implementation performance. Field findings are based on qualitative consultations and may not fully represent all communities within the national parks

3 THE REGULATORY ARCHITECTURE OF MARINE PROTECTED AREAS AND NATIONAL PARKS IN INDONESIA

Indonesia’s MPA system is not governed through a single, unified legal instrument. Instead, it has evolved through a layered regulatory architecture, shaped by different sectoral priorities, historical mandates, and institutional responsibilities. Understanding this architecture is essential for interpreting how governance arrangements, community participation mechanisms, and financing options operate in practice, particularly in marine national parks such as TNKT and TNW.

At the highest level, Indonesia’s MPA governance framework is anchored on national laws that establish state authority over marine space, fisheries, coastal areas, and conservation of natural resources and ecosystems. These laws define the objectives and principles of conservation and sustainable use (Table 1), but they do not prescribe a single management model for MPAs. Instead, they delegate operational authority to sectoral ministries through government and ministerial regulations.

Table 1. Key national laws governing marine protected areas in Indonesia

| Law | Relevance to MPAs |
|---|--|
| Law No. 45/2009 on Fisheries (amending Law No. 31/2004) | Provides basis for fisheries conservation and MPAs |
| Law No. 32/2014 on Marine Affairs | Provides the legal basis for establishing and managing marine protected areas as part of marine environmental protection, emphasising cross-sectoral and active community participation in marine governance. |
| Law No. 1/2014 Coastal Areas and Small Islands (amending Law No. 27/2007) | Introduces integrated coastal management, coastal planning, and community participation |
| Law No. 32/2024 on Conservation of Natural Resources and Ecosystems (amending Law No. 5/1990) | Establishes conservation of biological natural resources and ecosystems as a shared responsibility of government, local governments, and communities, with a clear mandate for adequate and sustainable public financing to support conservation, including marine protected areas |

As a result, MPAs in Indonesia are governed through parallel but interconnected regulatory pathways. In one pathway, marine conservation areas are established and managed under marine and fisheries legislation, with MMAF as the lead authority. In another pathway, conservation areas, including national parks with marine zones, are established under conservation legislation administered by the MoFor. Both pathways are legally valid and nationally recognised.

3.1. Institutional Mandates for MPA Management

3.1.1 MPAs under the MMAF

MPAs under the MMAF are regulated primarily through marine space and fisheries resource conservation and are explicitly designed as marine conservation areas (Table 2). Regulations under this pathway emphasise sustainable use, zoning for different levels of protection, and integration with fisheries management and marine spatial planning. Community participation and livelihoods are generally framed in relation to fishing activities, coastal resource use, and economic productivity, subject to conservation controls.

Table 2. Key regulations governing MPAs under the Ministry of Marine Affairs and Fisheries

| Regulation | Scope |
|---|---|
| Government Regulation No. 60/2007 on Fish Resource Conservation | Establishes fisheries conservation, including ecosystem, biodiversity, and genetic conservation. |
| MMAF Regulation No. 31/2020 on Marine Protected Area Management | Provides a comprehensive regulatory framework for the full MPA management cycle, covering planning, designation, sustainable use, monitoring, evaluation, and financing of MPAs |
| MMAF Regulation No. 30/2010 on MPA Management and Zonation Plan | Establishes the basis for MPA management planning by regulating zoning systems and procedures for preparing marine protected area management plans |
| MMAF Regulation No. 13/2014 on MPA Networks | Establishes the framework for MPA networks, promoting co-ordinated, ecosystem-based and cross-jurisdictional management of interconnected marine conservation area |
| Government Regulation No. 21/2021 on Spatial Governance | Mandates the integration of marine conservation areas, including marine species migration corridors, into national and provincial spatial planning frameworks |
| MMAF Regulation No. 28/2021 on Marine Spatial Management | Provides the regulatory framework for marine spatial management, governing the planning, utilisation, control, supervision, and guidance of marine space to ensure marine conservation areas, including MPAs, are managed in an integrated and sustainable manner |

3.1.2 National Parks under MoFor

The conservation regulatory pathway governing national parks originates from legislation designed primarily for terrestrial conservation. When applied to marine and coastal areas, this framework (Table 3) emphasises ecosystem protection, zoning based on conservation value, and controlled utilisation. Livelihood activities within national parks are therefore regulated through conservation permits, zoning, and partnership mechanisms.

Table 3. Key regulations governing MPAs under the Ministry of Forestry Indonesia

| Regulation | Scope |
|---|--|
| Law No. 32/2024 on Conservation of Natural Resources and Ecosystems (amending Law No. 5/1990) | Establishes conservation of biological natural resources and ecosystems as a shared responsibility of government, local governments, and communities, with a clear mandate for adequate and sustainable public financing to support conservation, including marine protected areas |
| Law No. 32/2009 on Environmental Protection and Management | Provides the legal foundation for protecting and managing the marine environment through conservation of natural resources and ecosystems, supporting the establishment and management of marine protected areas |
| Government Regulation No. 108/2015 on Management of Nature Reserves and Conservation Areas (amending Government Regulation No. 28/2011) | Management of Nature Reserves and Conservation Areas, including National Parks. This regulation recognises traditional use by local communities, providing a basis for community-based use within marine protected and conservation areas. |
| MoEF Regulation No. P.44/2017 on co-operation and partnership mechanisms in the management of nature reserves and conservation areas (amending MoFo Regulation No. P.85/2014) | Permits, partnerships, and use in nature reserves and conservation areas |
| MoEF Regulation No. P.35/2016 on Procedures for the Preparation of Management Plans for Nature Reserves and Conservation Areas | Establishes standardised procedures for preparing management plans for protected and conservation areas |

National parks that have marine area, such as TNKT and TNW, operate fully within this regulatory framework, even though their ecological and socio-economic realities are predominantly marine. Furthermore, although above regulations do not explicitly use the term “protected area network,” national laws and implementing regulations recognise and enable coordinated management and cooperation among multiple conservation areas that are ecologically connected, including through ecosystem-based management, landscape and seascape approaches, and inter-area cooperation mechanisms.

3.1.3. Network governance and harmonisation across marine conservation pathways

Indonesia’s marine conservation governance operates through multiple, legally recognised institutional pathways. While MPAs under the MMAF are supported by a specific regulatory instrument on MPA networks (MMAF Regulation No. 13/2014), marine national parks under the MoFor operate within the broader national parks and conservation framework.

Rather than representing separate systems, these pathways coexist within Indonesia’s unified conservation architecture. The relationship between them is clarified through **Law No. 32/2024**, particularly **Article 5A paragraph (7)**, which provides that

conservation activities for flora and fauna in marine habitats located within conservation areas are implemented in accordance with marine and fisheries legislation. This clause establishes an explicit legal basis for harmonisation at the marine interface, particularly in relation to species protection, fisheries regulation, marine spatial planning, and ecological connectivity.

From a governance perspective, this harmonisation principle is particularly relevant for the development of **MPA network functions**, including ecological connectivity, coordinated monitoring, enforcement alignment, and cross-site learning.

Structural Considerations in Network Governance

MPA networks may operate at multiple scales:

1. **Provincial scale**, through alignment with provincial marine spatial planning²;
2. **National scale**, through coordination among conservation areas sharing ecological corridors, migratory routes, or fisheries systems;
3. **Regional or international scale**, where ecosystems extend across national boundaries or are embedded in global biodiversity frameworks.

Implications for Togean and Wakatobi:

For TNKT and TNW, the UU 32/2024 harmonisation principle can support a “bridging” approach to network-relevant governance. Practically, this can be operationalised through:

1. **formal coordination protocols** between the national park authority and MPA management units (national or provincial level) on cross-cutting functions (surveillance, licensing interface, species protection, monitoring);
2. **shared ecological connectivity priorities** translated into joint workplans (e.g. priority corridors/species and management actions); and
3. **network-style cooperation instruments** (Memorandum of Understanding, joint patrol plans, joint monitoring dashboards, coordinated livelihood safeguards) that enable collaboration with neighbouring conservation areas and relevant sub-national governments.

This approach strengthens network outcomes by focusing on **coordination mechanisms and shared functions**. It also aligns with the practical intent of UU 32/2024 to ensure marine conservation implementation is consistent with marine and fisheries legislation where relevant.

² RZWP3K: *Rencana Zonasi Wilayah Pesisir dan Pulau-Pulau Kecil* (Coastal Area and Small Islands Zoning Plan)

Box 1. Lesson learned from Indonesia: “Functional network governance” in the Bird’s Head Seascape (Raja Ampat and surrounding MPAs)

Experience from the **Bird’s Head Seascape MPA network** (including Raja Ampat and other MPAs across the seascape) shows that MPA networks can become operational when governance focuses on **shared functions** across sites—particularly (i) coordinated monitoring and reporting, (ii) aligned management measures such as zoning processes, and (iii) sustainable financing instruments that support routine operations across the system. The seascape-level approach has been associated with consolidated monitoring of ecological and governance indicators through a dashboard approach, supporting adaptive management across multiple MPAs.

A second lesson is the importance of **bridging roles** (often played by non-governmental organisations and technical partners) to connect government units, communities, and financing instruments into a workable governance package. In Raja Ampat, documented initiatives include a tourism entrance fee system, patrol system support, and a dedicated trust fund “Blue Abadi Fund³” approach that aims to sustain core seascape operations over time.

Although implementation remains adaptive and evolving, the Bird’s Head experience demonstrates that network effectiveness depends less on a single regulatory label and more on:

1. Shared ecological priorities,
2. Co-ordinated management functions, and
3. Sustainable financing mechanisms aligned across sites.

Practical takeaway for TNKT & TNW:

Rather than starting with a formal “network label,” initial progress can be achieved by agreeing on (1) a shared set of priority connectivity/species management objectives, (2) joint monitoring and enforcement functions, and (3) a financing package that combines public budgets with locally appropriate revenue mechanisms, then scaling toward wider provincial/national coordination as implementation capacity grows.

3.2 Community Participation governance within a Conservation Framework

Community participation is formally recognised across Indonesia’s conservation and coastal management laws, including those governing national parks (Table 4). Regulations acknowledge the presence of local communities, traditional users, and other stakeholders within conservation landscapes and seascapes. In national parks, participation is typically operationalised through mechanisms such as:

1. designated traditional or utilisation zones;
2. conservation partnerships (*kemitraan konservasi*);

³ <https://blueabadifund.org/en/>

3. involvement in tourism, monitoring, or restoration activities; and
4. limited use permits aligned with conservation objectives.

These mechanisms reflect an effort to balance conservation imperatives with social considerations. However, they are inherently shaped by the conservation-first logic of the regulatory framework. Participation and livelihoods are enabled insofar as they are compatible with conservation rules, rather than being co-equal objectives embedded across all stages of governance.

Table 4. Key regulations governing community participation and livelihoods in conservation areas

| Regulation | Key Provisions |
|---|--|
| MoEF Regulation No. P.43/2017 on community empowerment | Promoting community participation, sustainable livelihoods, traditional use, and partnerships that support conservation objectives in protected areas, including limited access for aquatic resources use |
| MoEF Regulation No. P.44/2017 on co-operation and partnership mechanisms in the management of nature reserves and conservation areas (amending MoFo Regulation No. P.85/2014) | Permits, partnerships, and use in nature reserves and conservation areas |
| MoEF Regulation No. 14/2023 on Resolve existing activities within nature reserves and conservation areas | Provides a legal framework for resolving existing activities within conservation areas through licensing, co-operation, and community-based conservation partnerships, ensuring ecosystem restoration, recognition of local livelihoods, and alignment with designated conservation zoning and spatial planning objectives |
| Law No. 6/2014 on Village | Community institutions and livelihoods |

3.3 Financing Framework for National Parks and MPAs in Indonesia

Financing for MPAs in Indonesia is governed through a **plural and layered regulatory framework** (Table 5), reflecting the country’s broader public finance system and sectoral governance structure. Rather than relying on a single funding mechanism, national parks and MPAs draw on a combination of public budgets, non-tax revenues, partnerships, and external funding sources, each governed by distinct legal instruments and administrative procedures.

For **marine national parks under the MoFoR**, including **TNKT and TNW**, the **state budget (APBN)** remains the foundational source of funding. Conservation laws and public finance regulations establish APBN as the primary mechanism for financing protected area management, covering core operational costs such as staffing, routine management activities, and implementation of management plans. While APBN provides stability, it is largely allocated on an annual, input-based basis and offers limited flexibility for adaptive or performance-based financing.

Table 5. Financing sources and regulatory framework for national parks and MPAs in Indonesia

| Financing Source | Key Regulations | Type of Funding Enabled | Relevance to National Parks (TNKT & TNW) |
|---|---|---|---|
| State Budget (APBN) | Law No. 17/2003 on State Finance; Law No. 1/2004 on State Treasury; Law No. 32/2024 on Conservation of Natural Resources and Ecosystems; PP No. 28/2011 on Management of Conservation Areas | Core operational funding for conservation management, staffing, planning, and routine activities | Primary and most stable funding source for TNKT and TNW; largely input-based and centrally allocated |
| Regional Budget (APBD) | Law No. 23/2014 on Regional Government; Law No. 32/2024; Minister of Home Affairs Regulation No. 90/2019 | Co-financing for conservation-related activities, community programs, and supporting infrastructure | Optional and uneven; depends on provincial priorities and political commitment |
| Non-Tax State Revenue (PNBP) | Law No. 9/2018 on PNBP; Government Regulations on PNBP tariffs; MoFor/MoEF regulations on nature tourism and utilisation e.g. No. 17/2025 | Entrance fees, tourism services, utilisation permits | Legally recognised revenue source, but revenues flow to central treasury and are not directly retained by parks |
| Partnerships and Co-operation | PP No. 28/2011; MoF/MoEF Regulations on Conservation Partnerships (<i>Kemitraan Konservasi</i>); Regulations on Cooperation in Protected Areas | Donor grants, NGO support, private sector contributions, in-kind and financial co-operation | Most flexible mechanism for supporting livelihoods and conservation initiatives in TNKT and TNW |
| Environmental and Trust Funds | PP No. 46/2017 on Environmental Economic Instruments; Presidential Regulation No. 77/2018 on BPD LH; MoF/Finance regulations on fund operation | Grants and blended finance for conservation, biodiversity, and climate-related activities | High potential for long-term financing, but limited direct access for marine national parks so far |
| International Grants and Development Co-operation | PP No. 10/2011 (as amended); Minister of Finance regulations on grants; BAPPENAS donor coordination rules | Project-based funding from multilateral and bilateral partners | Major funding source for initiatives like ASEAN ENMAPS; time-bound and project-specific |
| MMAF Sectoral Financing | PP No. 60/2007; MMAF Regulation No. 31/2020; Marine Spatial Planning regulations | Fisheries and marine conservation funding under MMAF | Not directly accessible to TNKT and TNW due to institutional mandate differences |

In addition to central government funding, **regional governments may provide co-financing through the Regional Budget (APBD)**. Regulations allow provincial and district governments to support conservation-related activities, particularly those linked to community development, tourism, and environmental management. In practice,

however, APBD contributions to national parks are discretionary and vary widely depending on regional priorities, fiscal capacity, and political commitment.

Non-Tax State Revenue (PNBP) represents another legally recognised financing mechanism for national parks. Regulations governing PNBP allow national parks to generate revenue from entrance fees, tourism services, and certain utilisation activities. Although this mechanism provides an important source of revenue, PNBP is centrally collected and returned to the state treasury, limiting the ability of individual parks such as TNKT and TNW to directly retain and re-invest revenues for local management or community benefit.

Beyond public budgets and revenues, **partnership and cooperation mechanisms** constitute a critical financing pathway for marine national parks. Conservation regulations explicitly allow collaboration with communities, non-governmental organisations (NGOs), private sector actors, and development partners. These mechanisms have been widely used in TNKT and TNW to support livelihood initiatives, conservation programs, and capacity-building activities. However, such funding is typically project-based and time-limited, raising questions about long-term financial sustainability.

Indonesia's regulatory framework also provides for **environmental and trust fund mechanisms**, notably through the establishment of the Indonesia Environment Fund (*Badan Pengelolaan Dana Lingkungan Hidup* [BPDLH]). These instruments are intended to mobilise and channel funding for environmental and biodiversity objectives, including conservation. Although they offer potential pathways for more sustainable and blended financing, their application to marine national parks remains limited and largely indirect.

Finally, **international grants and development cooperation** play a significant role in financing MPAs and national parks, including TNKT and TNW. Such funding is regulated through national grant management and planning systems to ensure alignment with national priorities. Initiatives such as ASEAN ENMAPS operate within this framework. Donor funding has enabled innovation and capacity development; however, it is inherently project-based and does not replace the need for stable, long-term financing mechanisms.

Implications for TNKT and TNW

TNKT and TNW sit squarely within this conservation regulatory pathway. As marine national parks under MoFor, their governance, community engagement, and financing options are fundamentally shaped by conservation laws and regulations. Their long establishment histories, extensive marine zones, and diverse stakeholder landscapes make them particularly sensitive to the strengths and limitations of this framework.

Understanding the regulatory architecture described above is therefore critical to assess how policies can be strengthened to improve governance effectiveness,

enhance community participation, and address financing challenges in TNKT and TNW.

This chapter sets out the structural context within which these issues arise. The following chapter builds on this foundation to analyse policy gaps, constraints, and opportunities in a systematic and solution-oriented manner.

3.4 Legal Status and Governance Implications of Biosphere Reserves in Indonesia

Law No. 32/2024 formally recognises biosphere reserves (*Cagar Biosfer*) within Indonesia's conservation framework. In the context of international conservation cooperation, conservation areas (*Kawasan Suaka Alam*) and/or other designated areas may be proposed as biosphere reserves and other international conservation status categories. Further provisions are to be regulated through government regulation.

This recognition confirms that biosphere reserve designation is embedded within Indonesia's statutory conservation architecture. However, biosphere reserve status does not constitute a separate spatial designation nor create an independent regulatory authority.

Governance character

Biosphere reserves operate as an overlay mechanism on top of existing legally designated areas such as national parks, nature reserves, or other conservation areas. Their governance functions are facilitative and coordinative in nature.

Specifically, biosphere reserves do not:

- Confer independent enforcement powers,
- Automatically create dedicated budget allocations, and
- Replace statutory conservation management plans.

Instead, their effectiveness depends on the strength of coordination among sectoral agencies, provincial governments, district authorities, and local communities.

International Operational Expectations

Under UNESCO technical guidance for biosphere reserves⁴, effective implementation typically requires two complementary instruments:

⁴ UNESCO, 2022. Technical Guidelines for Biosphere Reserves. Can be accessed here: <https://unesdoc.unesco.org/ark:/48223/pf0000375692>

- A **management or action plan**, developed through participatory processes, articulating collective conservation and development goals across the reserve; and
- A **business plan** for the management entity, focused on operational objectives, staffing, funding sources, budget gaps, and fundraising strategies.

The business plan is distinct from the broader management plan. While the management plan addresses shared regional objectives, the business plan focuses on the operational and financial sustainability of the entity responsible for coordination. These instruments are not imposed as statutory requirements under Indonesian law. However, they represent internationally recognised good practice for ensuring that biosphere reserves function beyond symbolic designation.

Governance Implications for TNKT and TNW

For TNKT and TNW, biosphere reserve status provides:

- International recognition,
- A framework for integrating conservation and development, and
- A platform for multi-stakeholder coordination.

However, without structured operational planning and financial clarity, coordination platforms risk remaining consultative rather than outcome-oriented.

Aligning biosphere reserve practice with international guidance—particularly through the development of site-level action plans and management entity business plans, can strengthen implementation while remaining fully within Indonesia’s statutory conservation mandates. In this sense, biosphere reserves function as an enabling governance layer: they do not replace sectoral authority, but they can enhance coordination, accountability, and financial sustainability when supported by clear operational instruments.

3.5 Conclusion

Indonesia’s regulatory framework governing marine national parks is multi-layered and structurally coherent, combining conservation legislation, marine and fisheries governance, spatial planning instruments, and public financing rules. Although these instruments provide a comprehensive legal foundation, their articulation across sectoral pathways requires operational harmonisation at the site level. The presence of multiple valid regulatory routes does not in itself create fragmentation; rather, governance effectiveness depends on how these layers are translated into coordinated implementation, particularly in marine contexts where ecological connectivity and fisheries dynamics extend beyond administrative boundaries.

The following chapter therefore shifts from regulatory architecture to field-level realities in TNKT and TNW, examining how these layered legal provisions are interpreted, operationalised, and experienced by local actors.

4. FIELD FINDINGS FROM WAKATOBI AND TOGEAN NATIONAL PARKS

This chapter presents findings from field consultations conducted in Wakatobi National Park (TNW) and Togean Islands National Park (TNKT). It is structured to align with the five analytical questions guiding this study. Findings are presented in a descriptive and comparative manner, with site-specific sub-sections for TNW and TNKT. Interpretation of policy adequacy and governance implications is addressed in Chapter 5.

The findings presented in this chapter are based on qualitative consultations with selected stakeholders and therefore reflect perceptions and experiences of respondents rather than statistically representative survey results. While the consultations captured diverse perspectives, variations may exist across communities that were not directly represented in the interviews. Fieldwork was conducted in **Wakatobi from 10–16 November 2025** and in **Togean from 24 November–2 December 2025**. Data collection included **KIIs and FGDs** with stakeholders at national parks, provincial, district, and community levels.

4.1 Cross-Site Summary of Field Findings

A total of 60 respondents were interviewed across both sites, comprising 29 respondents in Togean (41% women, 59% men) and 31 respondents in Wakatobi (55% women, 45% men). The consultations included **40 KIIs and 6 mini FGDs** conducted across both locations.

The respondents were selected using purposive sampling to ensure representation of key stakeholder groups relevant for marine protected area governance. These included national park authorities, local government agencies, NGOs or community-based organisations (civil society such as *Yayasan*), community leaders, fishers, women's' groups and local enterprises.

Data were collected through KIIs and mini-FGDs conducted with stakeholders involved in conservation governance and livelihood activities in both national parks.

Men were predominant in both sites, but women's participation was significantly greater in Wakatobi due to the active engagement of women respondents with UMKM (*usaha mikro, kecil, dan menengah* or micro, small, and medium enterprises (MSMEs)) activities, ecotourism and community-based initiatives. In Togean, women were less represented and only engaged in mostly household level processing activities and very little in the governance and economic decision-making.

About 78% of the respondents in TNKT highlighted weak cross-sector coordination, limited understanding of zoning and access arrangements, high dependence on fisheries-based livelihoods, and constrained access to sustainable financing mechanisms (Table 6). Meanwhile, 55% of the respondents in TNW said that livelihood initiatives were commonly described as non-continuous and demand-driven,

while financial literacy and saving practices remained limited. These patterns suggest that constraints to community participation and livelihood sustainability are influenced less by ecological conditions, instead by governance arrangements, institutional coordination, and access to financing.

Taken together, these findings provide the empirical basis for the policy and governance analysis presented in Chapter 5, which examines how existing laws, regulations, and institutional mandates influence—and in some cases constrain—community participation, livelihood development, and cross-sector coordination in MPAs and MPA networks. Building on this analysis, Chapter 6 translates the field-based evidence into actionable policy and governance recommendations aimed at strengthening community-based livelihoods, improving coordination mechanisms, and enhancing sustainable financing pathways within and across MPA networks.

Table 6. Governance typology in TNW and TNKT

| Dimension | TNW (Wakatobi) | TNKT (Togean) |
|--|--|---|
| 1. Institutional Coordination | Multi-actor environment (Balai, district agencies, NGOs, CSR, koperasi). Coordination exists, for example, in tourism sector, but can be enhanced further in other sectors. About 55% of respondents described livelihood initiatives as non-continuous and demand-driven. | About 78% of respondents highlighted weak cross-sector coordination Limited alignment between Balai, fisheries authorities, and district agencies Institutional collaboration remains basic |
| 2. Livelihood Structure & Economic Pattern | More diversified economy (fisheries, tourism, MSMEs, processing). However, initiatives often lack continuity and structured upgrading pathways. Financial literacy and savings exist. | Highly fisheries-dominant economy with strong dependence on marine capture. Limited diversification Access to sustainable financing mechanisms is constrained. |
| 3. Zoning & Regulatory Perception | Zoning framework exists and be used for livelihood Open-close areas managed by local communities also exist | Marine zonation is widely perceived as restrictive. Limited understanding of access arrangements and traditional use provisions. Zoning clarity remains a central issue. |
| 4. Participation & Inclusion | Broader participation base. Women actively involved in economic initiatives. Participation largely program-based rather than embedded in co-management structures. | There are some MoUs with local community groups but remains limited to TNKT's support. Women are minimally involved in governance and decision-making. |
| 5. Financing & Sustainability Pathways | CSR and external support from development partners present. Livelihood scaling constrained by weak business systems. | Very limited structured financing pathways. High dependence on fisheries income. Community conservation and livelihood initiatives remain vulnerable to project cycles. |

Note: CSR = corporate social responsibility; MoUs = Memorandum of Understanding; MSMEs = micro, small, and medium enterprises; NGOs = nongovernmental organisations

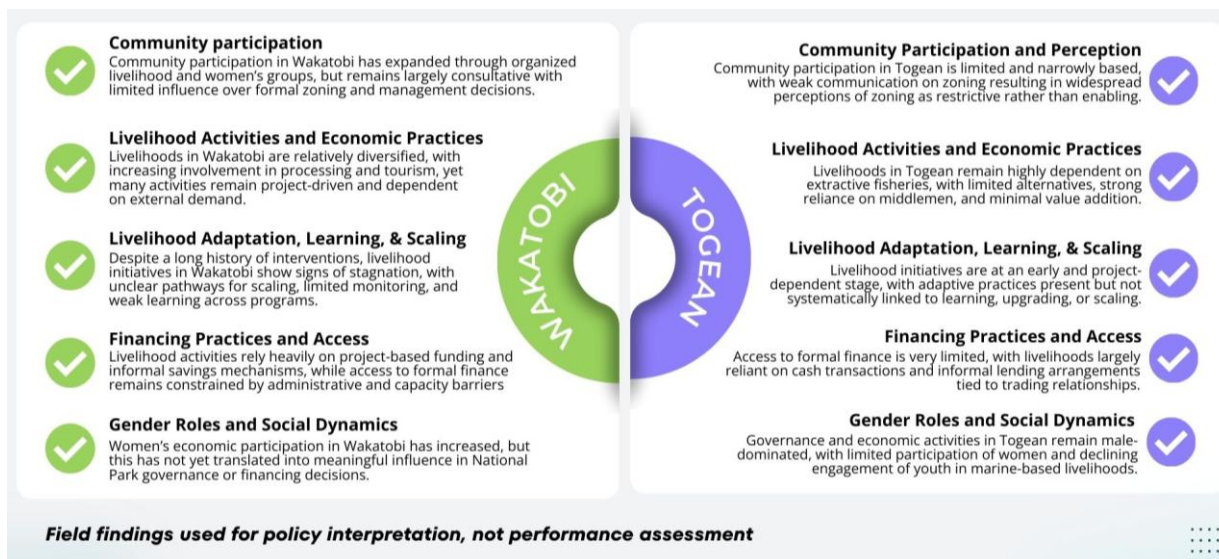


Figure 2. Field findings in TNKT and TNW

4.2 Wakatobi National Park (TNW)

4.2.1 Community Participation in TNW

Field findings indicate that community participation in Wakatobi has gradually expanded, particularly through organised groups such as savings and loan groups, women's groups in tourism villages, and community-based livelihood initiatives supported by NGOs. These platforms have increased engagement at the village level and provided entry points for dialogue with external actors.

However, participation in formal national park governance remains limited. Consultations are commonly perceived as occurring after zoning decisions and management directions have already been determined. Participation is therefore experienced as consultative rather than deliberative, with limited influence over decision-making related to spatial planning and resource use.

4.2.2 Livelihood activities and economic practices in TNW

Livelihoods in Wakatobi are relatively diversified compared to other marine national parks. In addition to capture fisheries, communities are engaged in fisheries processing, ecotourism services, homestays, and small-scale enterprises.

Women play an increasingly visible role in these activities, particularly through UMKM processing of fisheries products, tourism-related services, and savings groups. These initiatives have contributed to income diversification at the household level.

Despite this diversification, many livelihood activities remain order-based and dependent on external facilitation. Respondents reported that production is often

driven by project demand or specific buyers rather than broader market access, resulting in uneven income improvements over time.

4.2.3 Livelihood adaptation, learning, and scaling in TNW

Wakatobi represents a relatively mature conservation and development landscape, with a long history of projects and interventions. Numerous community groups have been formed over time, including women-led initiatives.

However, respondents frequently described stagnation in livelihood outcomes. Training and equipment support have been repeated, but pathways for scaling, upgrading, or expanding market access remain unclear. Monitoring of livelihood impacts is limited, and learning across programs is weak. Women's groups, while active, often operate at a small scale and face constraints in accessing larger financing mechanisms or formal market channels.

4.2.4 Financing practices and access in TNW

Communities in Wakatobi rely heavily on project-based funding from NGOs and development partners. Although this funding has enabled innovation and experimentation, it is perceived as unpredictable and insufficient for long-term planning. Women's savings and loan groups have improved access to small-scale capital for daily needs and micro-enterprises. However, these mechanisms remain informal and limited in scale. Access to formal banking and credit exists but is constrained by administrative requirements, risk aversion, and limited financial literacy.

4.2.5 Gender roles and social dynamics in TNW

Gender roles in Wakatobi are evolving. Women's participation in economic activities is increasingly visible through savings groups, tourism village initiatives, and fisheries processing UMKM. These activities demonstrate women's capacity to contribute to livelihood diversification and conservation-compatible enterprises.

However, women's growing economic participation has not yet translated to proportional influence in governance and financing decisions related to the national park. Decision-making forums remain dominated by men, particularly in spatial planning and resource management discussions.

4.3 Togean Islands National Park (TNKT)

4.3.1 Community Participation and Perception in TNKT

In Togeana, community participation in National Park governance is more limited and less formalised. Participation tends to involve a narrow group of male community

leaders, with minimal engagement of women and youth. Informal practices play an important role in resource use and conflict resolution. However, these practices are weakly connected to formal national park governance processes, limiting their influence on zoning and management decisions.

Limited participation is strongly associated with limited and inconsistent communication from National Park authorities to communities regarding zoning objectives, rules, and intended benefits. Respondents noted that information about zoning is often received in fragments, delivered sporadically, or focused primarily on restrictions rather than on the rationale and expected outcomes of zoning arrangements.

In the absence of clear and sustained communication, zoning is widely perceived as restrictive rather than enabling. Around 70% of respondents view MPA zoning primarily as a limitation on livelihood activities, rather than as a framework designed to support sustainable use or adaptive management. Zoning rules are therefore understood mainly in terms of what is prohibited, rather than how different zones are intended to balance conservation objectives with community use.

This perception has important downstream effects. When zoning is seen as an externally imposed restriction rather than a shared management tool, community willingness to engage in enforcement, compliance, and conservation-oriented practices is reduced. Respondents expressed limited motivation to support zoning-related rules for sustainable use when they did not perceive tangible benefits, clarity of purpose, or meaningful involvement in the zoning process.

4.3.2 Livelihood activities and economic practices in TNKT

Livelihoods in Togean remain highly dependent on capture fisheries and other extractive activities. Alternative livelihood options are limited and often perceived as uncertain. Women's economic roles are largely confined to small-scale trading and household-based activities. Dependence on middlemen and cash-based transactions is high, reducing bargaining power and limiting incentives for value addition.

4.3.3 Livelihood adaptation, learning, and scaling in TNKT

Livelihood initiatives in Togean are generally at an early stage and relies heavily on short-term support. Respondents noted the absence of clear progression pathways from pilot activities to sustainable enterprises. Local practices such as open-close area for octopus (*buka-tutup gurita*) demonstrate adaptive resource management, but these practices are not systematically linked to livelihood upgrading, learning, or financial sustainability.

Box 2. Emerging best practice from Wakatobi National Park (TNW): Women-led MSMEs diversification as a conservation-compatible livelihood pathway

Field findings in Wakatobi National Park indicate that women-led UMKM (micro, small, and medium enterprises) represent one of the more structured examples of livelihood diversification compatible with conservation objectives.

In several villages, women's groups have organised around fisheries product processing, local culinary production, small-scale tourism services, and savings groups. These initiatives demonstrate several characteristics that distinguish them from short-term project-based activities:

1. Diversification beyond capture fisheries

Women-led enterprises provide income alternatives that reduce sole dependence on marine extraction, particularly during low fishing seasons.

2. Collective organisation through groups

Most initiatives operate through group-based structures (savings groups, processing groups), which improve peer accountability, financial discipline, and continuity beyond individual participation.

3. Incremental scaling potential

Although market reach is limited, these groups show readiness for upgrading in areas such as packaging, branding, quality control, and digital marketing—particularly when supported by provincial UMKM and tourism programs.

4. Alignment with conservation logic

The enterprises largely rely on value addition rather than increased extraction, thereby maintaining compatibility with national park zoning and sustainable use principles.

Governance Insight:

The TNW experience suggests that livelihood diversification is more sustainable when it is group-based rather than individual, linked to savings and internal capital circulation, connected to provincial market facilitation mechanisms, and embedded within existing zoning compliance.

This model offers a replicable entry point for conservation-compatible livelihood upgrading within Marine National Parks.

4.3.4 Financing practices and access in TNKT

Access to formal financing in Togean is very limited. Communities rely predominantly on cash transactions and informal lending arrangements, often tied to trading relationships with middlemen. Women, in particular, have minimal access to savings mechanisms or credit, reinforcing dependence on household income and informal economic arrangements.

4.3.5 Gender roles and social dynamics in TNKT

Gender roles in Togeian remain more rigid. Governance, fisheries management, and trade are overwhelmingly male-dominated. Women's participation in economic activities is limited, meanwhile youth participation in marine-based livelihoods is declining.

Box 3. Community-Based "*Buka–Tutup Gurita*" (Octopus Closure System) in Kadoda

In TNKT, the community-based *buka–tutup gurita* (temporary octopus closure system), particularly in Kadoda, represents a locally adapted marine governance practice with replication potential.

The system involves:

- 1. Periodic closure of designated reef areas**
Fishers collectively agree to temporarily close octopus fishing grounds to allow stock recovery.
- 2. Collective reopening with agreed harvesting period**
After a defined recovery period, the area is reopened for co-ordinated harvesting, often resulting in higher catch volume and improved income.
- 3. Multi-actor facilitation**
Implementation has involved collaboration among:
 - Local fisher groups;
 - Supporting NGO;
 - National Park authorities.
- 4. Informal rule enforcement and peer monitoring**
Compliance is maintained through social norms, group oversight, and reputational accountability rather than solely formal enforcement mechanisms.

Governance Insight:

The Kadoda experience demonstrates that:

- Adaptive resource management can emerge from community initiative;
- Local closure systems can complement formal zoning arrangements;
- NGO facilitation can catalyse innovation, but long-term sustainability requires institutional embedding within National Park governance;
- Network expansion to neighboring villages depends on structured coordination and learning platforms.

While not yet formalised as part of a broader MPA network framework, the *buka–tutup* model illustrates how localised adaptive governance practices can strengthen ecological resilience and improve livelihoods when supported by multi-actor collaboration.

5. POLICY AND REGULATORY ANALYSIS OF COMMUNITY PARTICIPATION AND LIVELIHOODS IN MPA AND MPA NETWORK GOVERNANCE

This chapter examines Indonesia's policy and regulatory framework governing community participation and livelihood development in MPAs and MPA networks, with a focus on national parks under the forestry conservation mandate. The analysis draws on legal and regulatory review (Chapter 3) and field findings from Wakatobi National Park (TNW) and Togean Islands National Park (TNKT) (Chapter 4).

The analysis highlights five key messages:

1. The existing legal and regulatory framework already recognises community participation and livelihoods.

Indonesia's forestry conservation laws and regulations explicitly acknowledge communities as legitimate actors and provide legal space for conservation-compatible livelihood activities through empowerment, partnerships, and management planning instruments.

2. Observed challenges are not driven by the absence of regulation, but by how existing provisions are articulated and operationalised.

Field findings from TNW and TNKT indicate that participation is often interpreted as project-based engagement rather than sustained involvement, and that zoning is frequently perceived as restrictive due to limited communication, rather than regulatory design.

3. Livelihood support is embedded in policy and planning, but remains largely activity-driven.

Management plans in both sites include community empowerment and livelihood programs. However, these are typically framed as discrete interventions rather than as part of structured pathways for diversification, upgrading, or scaling over time.

4. Adaptation, learning, and scaling are permitted but not explicitly embedded as governance objectives.

Existing policies allow livelihood initiatives to emerge and operate, but provide limited guidance on how activities are expected to evolve, how lessons learned inform management adjustments, or how successful models can be expanded within or across MPAs.

5. Incremental policy clarification and alignment are likely to be more effective than comprehensive legal reform.

The analysis suggests that existing regulations provide a strong foundation. Improvements can be achieved through clearer guidance, strategic use of existing instruments, and better alignment across planning and financing frameworks. Targeted policy development may become relevant in the medium

term, particularly to support cross-site coordination and network-level governance.

Moreover, MoFor does not currently apply a formal protected area network framework comparable to the MPA network regulation under MMAF.⁵ However, existing forestry conservation policies allow for coordination, learning, and collaboration across conservation areas. Without a dedicated network regulation, these functions tend to occur on an ad hoc basis rather than as an explicitly articulated governance approach.

This section provides a concise overview synthesis table below (Table 7). Sections 5.1–5.5 provide detailed analysis and evidence for reference.

Table 7. Synthesis of Policy Analysis on Community Participation and Livelihoods in TNKT and TNW

| Analytical Question | What Existing Policies and Regulations Provide | Key Insights from the Analysis |
|--|--|--|
| 1. Do existing laws, policies, and regulations explicitly recognise and support community participation and livelihood development within MPAs and MPA networks? | Explicit recognition of communities' legal space for conservation-compatible livelihoods Participation framed through empowerment, partnerships, and planning | Recognition exists and is clearly stated Participation is primarily framed as empowerment and partnership rather than shared governance authority |
| 2. Are there policy or regulatory gaps that constrain meaningful community participation and livelihood outcomes in practice? | Zoning, planning, and partnership instruments with conditional use provisions | Constraints arise mainly from limited operational articulation, communication gaps, and planning emphasis on programs rather than pathways |
| 3. To what extent do existing policies enable adaptation, learning, and scaling of community livelihood initiatives within and across MPAs? | Livelihood activities allowed through programs and partnerships Monitoring requirements included in management plans | Adaptation and scaling are permitted but largely left to informal practice or project-based initiatives, not embedded governance processes |
| 4. What policy-level options exist to address identified gaps and strengthen community livelihoods and participation? | Multiple usable instruments already exist within the forestry conservation framework | Strategic clarification, alignment, and activation of existing tools offer significant potential without new regulatory regimes |
| 5. Is there a need for policy or legal reform to better support inclusive and livelihood-oriented MPA and MPA network governance in Indonesia? | Strong legal foundation for participation and livelihoods | Incremental policy clarification is sufficient in the short term; Targeted policy development may be needed over time for cross-site and network-level governance |

⁵ MMAF Regulation No. 13/2014 on MPA Networks

An Article-by-Article Diagnostic Review of UU 32/2024 was conducted in this study and focused on provisions directly relevant to community participation, sustainable utilisation, zoning, connectivity, and conservation financing. The full diagnostic tables for TNW and TNKT are provided in Appendix Tables 1 and 2, respectively. These appendix tables identify how specific legal provisions translate into operational realities at site level and where incremental clarification may strengthen implementation.

5.1 Analysis to Analytical Question 1

“Do existing laws, policies, and regulations explicitly recognise and support community participation and livelihood development within MPAs and MPA networks?”

This section examines whether Indonesia’s existing laws, policies, and regulations explicitly recognise communities as legitimate actors in MPA establishment and management, provide legal space for livelihood-related activities compatible with conservation objectives, and articulate principles of participation, benefit-sharing, and inclusiveness. The analysis considers both explicit policy provisions and implicit assumptions that shape how community involvement is expected to occur.

For national parks with marine zones, such as TNW and TNKT, community participation and livelihood provisions are governed primarily by forestry conservation laws and regulations under the MoFor.

5.1.1 Recognition of communities as legitimate actors in conservation governance

Indonesia’s conservation legal framework explicitly recognises communities as actors in conservation. **Law No. 32/2024 on Conservation of Natural Resources and Ecosystems** establishes conservation as a shared responsibility of government, local governments, and communities, providing a clear legal basis for community involvement in conservation efforts, including in marine and coastal contexts.

At the regulatory level, **Government Regulation No. 108/2015 on the Management of Nature Reserves and Conservation Areas** recognises traditional use by local communities and allows community involvement in conservation activities within designated zones and management plans. Communities are recognised primarily as users, partners, and beneficiaries within conservation areas, rather than as formal decision-making authorities.

This recognition is further articulated through **MoEF Regulation No. P.43/2017 on Community Empowerment**, which explicitly promotes community participation, traditional use, sustainable livelihoods, and partnerships that support conservation objectives in protected areas.

Together, these instruments provide explicit legal recognition of communities as legitimate actors within conservation areas, particularly in relation to livelihood activities and community-based engagement.

5.1.2 Legal space for livelihood-related activities compatible with conservation objectives

Existing forestry conservation regulations provide legal space for livelihood-related activities, subject to conservation objectives and zoning arrangements. **Government Regulation No. 108/2015** establishes that utilisation within conservation areas is permitted only where it aligns with conservation goals and approved management plans, reflecting a controlled and conditional approach to resource use.

MoEF Regulation No. P.43/2017 and **MoEF Regulation No. 14/2023 on the Resolution of Existing Activities within Conservation Areas** further articulate mechanisms through which community livelihoods may be accommodated through licensing, cooperation, and conservation partnerships. These instruments acknowledge the presence of livelihood activities within conservation areas and provide pathways to align them with conservation objectives.

Across these regulations, livelihood-related activities are recognised as permissible where they are compatible with conservation objectives, but are framed as conditional and negotiated rather than inherent rights.

5.1.3 Articulation of participation, benefit-sharing, and inclusiveness

Participation within forestry conservation regulations is primarily articulated through empowerment, consultation, and partnership mechanisms. MoEF Regulation No. P.35/2016 on Procedures for the Preparation of Management Plans provides procedural space for stakeholder consultation during planning processes, while MoEF Regulation No. P.44/2017 on Cooperation and Partnership Mechanisms enables structured collaboration with communities, NGOs, and other partners.

These regulations articulate participation as a supporting element of conservation management and livelihood development. However, participation is generally framed in functional and procedural terms, focusing on engagement in activities, programs, and partnerships, rather than as shared authority in governance decisions.

Principles of inclusiveness and benefit-sharing are implicit within empowerment and partnership provisions, particularly in relation to community-based livelihoods and traditional use, though they are not elaborated as standalone governance principles.

5.1.4 Illustrative Observations from TNW and TNKT

Field findings from TNW and TNKT indicate that communities generally recognise their role within conservation initiatives, particularly in relation to livelihood activities and partnership-based programs. In Wakatobi, community engagement has expanded through women's groups, village-based tourism initiatives, and local processing activities. In Togean, community roles remain more limited and informal. Participation is largely characterised by communities acting as recipients of support from the national park authority, other government offices, or NGOs. Only a small number of community groups are engaged in self-initiated livelihood or conservation-related activities. This pattern reflects a form of participation that is primarily programme-driven, rather than arising from independently organised or community-led initiatives.

These observations illustrate how existing legal recognition and participation provisions are understood at site level, without assessing the effectiveness of implementation or institutional arrangements.

Conclusion

Overall, existing laws and regulations explicitly recognise community participation and provide legal space for livelihood activities compatible with conservation objectives within national parks. The following section examines whether gaps or regulatory features constrain the translation of this recognition into meaningful participation and livelihood outcomes in practice.

5.2 Analysis to Analytical Question 2

“Are there policy or regulatory gaps that constrain meaningful community participation and livelihood outcomes in practice?”

This section examines whether gaps within existing laws, policies, and regulations constrain meaningful community participation and livelihood outcomes in practice. The analysis focuses on identifying missing or weak regulatory articulation, limitations in how existing provisions are operationalised, and areas where planning and governance instruments have not yet fully translated policy intent into sustained livelihood outcomes. Insights from field engagement in TNW and TNKT are used to interpret how such gaps manifest on the ground, without evaluating institutional performance.

5.2.1 Limited operational articulation of sustained community participation

Forestry conservation regulations explicitly recognise community participation through provisions on empowerment, consultation, and partnerships. However, these regulations provide limited articulation on how participation is expected to function beyond defined planning stages or specific programmatic interventions.

In practice, participation is often framed procedurally, linked to consultations during management plan preparation or involvement in externally facilitated activities. Regulations do not clearly describe pathways for sustained engagement across implementation, monitoring, and adaptive management phases. Field findings from TNW and TNKT indicate that communities commonly interpret participation as attendance in meetings or involvement in projects, rather than as an ongoing role within governance processes.

This suggests that although participation is recognised in regulation, the absence of detailed operational articulation may limit how participation is understood and practiced over time.

5.2.2 Limited communication and socialisation of zoning objectives and adaptive use

Zoning is a central instrument within forestry conservation regulations, providing legal certainty and safeguards for ecosystem protection while allowing conditional use and community-based activities within designated zones. The regulatory framework itself permits adaptive and negotiated use, subject to conservation objectives and approved management plans.

Field findings from TNKT indicate that challenges arise primarily from **limited and inconsistent communication** regarding zoning objectives, rules, and intended benefits. Communities often receive information on zoning in the context of restrictions, with less emphasis on how zoning is intended to enable sustainable use, adaptation, and livelihood continuity.

As a result, zoning is widely perceived as fixed and restrictive, even where regulations allow conditional use. This perception reflects gaps in communication and socialisation rather than shortcomings in regulatory design. In practice, limited understanding of zoning intent constrains communities' ability to adapt livelihood activities within permitted zones and reduces willingness to engage in compliance and conservation-oriented practices.

5.2.3 Programmatic framing of livelihood support in management planning

Existing forestry conservation regulations provide a legal basis for supporting community livelihoods through empowerment and partnership mechanisms. How these provisions translate into practice is largely shaped by site-level management plans.

A review of the **RPJP TNKT (2018–2027)** and **RPJP TNW (2018–2027)** indicates that both national parks include explicit programmes related to community empowerment, alternative livelihoods, and sustainable use. These programmes typically emphasise capacity building, facilitation of community groups, pilot activities, and periodic monitoring.

While these plans demonstrate commitment to community livelihoods, they tend to frame livelihood support as **programmatic interventions**, rather than as part of a structured progression toward diversification, upgrading, or scaling. Clear pathways for expanding successful initiatives, reinvesting benefits, or transitioning from pilot activities to sustained economic models are not strongly articulated.

Field findings reinforce this pattern. In TNW, livelihood initiatives are more numerous and diversified, yet respondents highlighted signs of stagnation and limited pathways for further development. In TNKT, livelihood activities remain largely extractive and externally supported, with few community-initiated efforts moving beyond small-scale or short-term engagements.

5.2.4 Marine-specific interpretation challenges: Species compatibility and cultivation in marine national parks

Marine national parks differ fundamentally from terrestrial conservation areas in terms of ecological boundaries, species mobility, and governance complexity. Unlike terrestrial ecosystems, marine ecosystems do not operate within physically enclosed boundaries. Water circulation, larval dispersal, and ecological connectivity extend beyond administrative zoning lines, making the interpretation of “native” and “compatible” species more complex in marine contexts.

Under UU 32/2024, sustainable utilisation of biological resources is permitted provided that conservation objectives and ecosystem integrity are not compromised. In parallel, sectoral regulations under the MMAF require that cultivated species must not be classified as invasive or otherwise prohibited.⁶ However, neither framework provides detailed articulation on how marine species compatibility should be interpreted within marine national parks.

Field discussions in both TNKT and TNW indicate that uncertainty regarding marine cultivation is not driven by the absence of legal authority, but by **the lack of marine-specific operational guidance**. Issues raised include the following:

1. Whether pearl oyster or seaweed species sourced from outside the immediate national park boundary may be cultivated within the park;
2. How to interpret “native species” in an open ocean system where ecological connectivity is continuous; and
3. Whether structural installations such as longlines, cages, or rumpon constitute alterations to ecosystem integrity under Article 33.

In marine governance, the concept of “native species” cannot be interpreted solely as geographic origin within a fenced boundary. Instead, it must be understood at the scale of marine ecoregions and ecological compatibility. A species may be native to

⁶ MMAF Regulation No. 31/2020 on Marine Protected Area Management

Indonesian waters broadly, yet genetically distinct or ecologically incompatible at local scale. Conversely, small-scale cultivation of locally occurring species may pose minimal ecological risk if properly managed.

The key regulatory gap therefore lies not in species legality per se, but in the absence of articulated criteria for ecological compatibility, genetic risk assessment, scale thresholds, and structural modification limits within marine national parks.

This ambiguity has practical implications:

- In TNKT, it contributes to conservative interpretation, where cultivation opportunities are often avoided due to uncertainty.
- In TNW, it constrains scaling and upgrading of existing marine-based livelihoods.
- For ASEAN ENMAPS, it highlights the need to support clearer operational articulation within the forthcoming Government Regulation (*Peraturan Pemerintah* [PP]) and related ministerial decrees implementing UU 32/2024.

A marine-sensitive interpretation framework within the PP would not expand allowable activities indiscriminately, but would clarify conditions under which cultivation is ecologically compatible, zonally permissible, and aligned with conservation objectives. Such clarification would reduce enforcement discretion, improve community trust, and support livelihood pathways consistent with conservation goals.

5.2.5 Institutional sequencing and the limited operationalisation of the biosphere reserve approach

Both TNKT and TNW are designated as UNESCO Biosphere Reserves, which in principle provide a framework for integrating conservation, sustainable development, and community livelihoods through multi-level and cross-sectoral governance.

In Togean, however, the **RPJP (*Rencana Pembangunan Jangka Panjang* or Long-Term Development Plan) TNKT of 2018–2027** was prepared **prior to the designation of the Togean Islands as a Biosphere Reserve in 2019**. As a result, the biosphere reserve concept is not systematically reflected in the structure, programmes, or livelihood pathways articulated in the management plan. The biosphere reserve status exists formally; however, it has not yet been operationalised as a governance or livelihood platform at the site level. Field findings further indicate that limited engagement from district-level government has constrained the activation of the biosphere reserve approach beyond its designation.

In Wakatobi, by contrast, the RPJP includes explicit references to the biosphere reserve and articulates programs related to coordination, socialisation, and integration with community-based activities, including marine ecotourism development. This difference reflects planning timing and institutional sequencing rather than divergent policy intent.

These observations highlight how the absence of updated planning instruments or supplementary governance arrangements can limit the translation of recognised policy concepts into practical livelihood and participation outcomes.

Conclusion

Overall, existing laws and regulations provide a foundation for community participation and livelihoods within national parks.

5.3 Analysis to Analytical Question 3

“To what extent do existing policies enable adaptation, learning, and scaling of community livelihood initiatives within and across MPAs?”

This section examines the extent to which existing laws, policies, regulations, and planning instruments enable adaptation, learning, and scaling of community livelihood initiatives within and across MPAs. The analysis focuses on whether current policy instruments allow community roles and livelihood activities to evolve over time, provide mechanisms for expanding benefits in long-established MPAs, and support learning or coordination across sites. Insights from TNW and TNKT are used to interpret how adaptive and scaling dynamics unfold in practice, without assessing institutional performance.

5.3.1 Policy space for adaptation of community livelihood activities

Forestry conservation regulations provide legal space for community livelihood activities through empowerment, partnerships, and conditional use mechanisms. These instruments allow communities to engage in activities compatible with conservation objectives, subject to zoning and management plans.

However, adaptation of livelihood activities over time is largely **implicit rather than explicitly guided** in regulation. Existing instruments do not clearly articulate how livelihood activities may evolve in response to changing ecological conditions, market dynamics, or community needs. Adaptation is permitted in principle, but the regulatory framework provides limited guidance on how adaptive changes should be proposed, assessed, or approved within existing management arrangements.

Field findings from TNW and TNKT suggest that livelihood adaptation tends to occur informally or through externally facilitated projects, rather than through structured adaptive management processes embedded in governance mechanisms.

5.3.2 Learning mechanisms within site-level governance

Learning, in the context of community livelihoods, refers to the ability of governance systems to reflect on experience, adjust approaches, and improve outcomes over time. Forestry conservation regulations emphasise monitoring and evaluation of

management plans and programs, but learning is primarily framed as a technical or administrative function rather than as a participatory governance process.

The management plans of both TNKT and TNW include monitoring components related to community empowerment and livelihood programs. However, these components focus on tracking implementation and outputs, with limited articulation of how lessons learned are expected to inform adjustments in programme design, partnership arrangements, or livelihood strategies.

Field findings indicate that communities rarely perceive monitoring and evaluation processes as learning opportunities. Instead, learning tends to occur informally within community groups or through NGO-facilitated activities, rather than as part of a systematic feedback loop between communities and park management.

5.3.3 Scaling of livelihood benefits in long-established MPAs

Scaling refers to the ability to expand the reach, impact, or sustainability of livelihood initiatives beyond initial pilot activities or limited groups. Existing forestry conservation regulations enable livelihood support through programs and partnerships, but do not explicitly address scaling as a governance objective.

In long-established MPAs such as TNW, management plans demonstrate a wide range of livelihood initiatives, including ecotourism, community enterprises, and value-added activities. However, these initiatives are often framed as discrete programmes rather than as components of a structured scaling pathway. Mechanisms for re-investing benefits, expanding successful models to additional communities, or linking livelihood initiatives across zones are not strongly articulated.

In TNKT, where livelihood initiatives are fewer and more programme-dependent, opportunities for scaling remain limited. Livelihood activities tend to be extractive or externally supported, with few mechanisms to support transition toward diversified or higher-value economic activities.

These patterns suggest that while existing policies allow livelihood initiatives to exist, they provide limited guidance on how benefits are expected to grow, replicate, or sustain over time.

5.3.4 Coordination and Learning Across Sites and Management Units

Adaptation and scaling are also influenced by the extent to which policies support coordination and learning across sites. Forestry conservation regulations primarily address governance at the level of individual conservation areas, with limited explicit provisions for cross-site learning or co-ordinated livelihood development.

In practice, learning across MPAs occurs mainly through informal exchanges, donor-supported initiatives, or external networks. Field findings suggest that communities and local actors in TNW and TNKT have limited exposure to cross-site learning

opportunities related to livelihoods and participation, particularly those that could inform adaptation or scaling strategies.

While broader policy frameworks recognise the value of coordination and partnership, explicit mechanisms for learning across MPAs or leveraging experiences from mature sites to support emerging ones are not strongly articulated within forestry conservation governance instruments.

Conclusion

Overall, existing policies and regulations provide space for community livelihood initiatives to emerge and operate within MPAs. However, adaptation, learning, and scaling are largely left to informal practice or project-based interventions, rather than being embedded as explicit governance objectives. The following section examines policy-level options to address these limitations and strengthen community livelihoods and participation in MPA and MPA network governance.

5.4 Analysis to Analytical Question 4

“What policy-level options exist to address identified gaps and strengthen community livelihoods and participation in MPA and MPA network governance?”

This section identifies policy-level options that can strengthen community livelihoods and participation within MPAs and MPA networks, building on existing laws and regulations. Rather than proposing new institutional arrangements, the analysis focuses on opportunities for regulatory clarification, alignment, and activation within the current forestry conservation framework. The options outlined below are framed to support adaptive, inclusive, and scalable outcomes, while remaining consistent with existing mandates.

5.4.1 Strengthening the use of community empowerment and conservation partnership instruments

Existing forestry conservation regulations already provide legal instruments to engage communities through empowerment and partnership mechanisms. **Ministry of Environment and Forestry (MoEF) Regulation No. P.43/2017 on Community Empowerment** and **MoEF Regulation No. P.44/2017 on Cooperation and Partnership Mechanisms** allow National Park authorities to work with communities, NGOs, donors, and the private sector to support conservation-compatible livelihoods.

A key policy-level option lies in clarifying and expanding guidance on how these instruments can be used strategically, beyond individual projects. This includes:

- Positioning partnerships not only as implementation tools, but as longer-term livelihood platforms;

- Encouraging the use of partnership agreements to support multi-activity and seasonal livelihood strategies common in coastal communities; and
- Providing clearer guidance on benefit-sharing arrangements within partnerships, in line with conservation objectives.

Such clarification could strengthen the consistency and strategic use of existing instruments without requiring regulatory change.

5.4.2 Enhancing the role of management planning as a livelihood and learning framework

Management plans (RPJP/RPJM) are the primary instruments through which conservation policies are operationalised at the site level. **MoEF Regulation No. P.35/2016** establishes standardised procedures for preparing management plans, but provides flexibility in how programs and activities are structured.

A policy-level opportunity exists to **encourage management plans to move beyond programmatic listings** toward clearer articulation of:

- staged livelihood pathways (e.g. initiation, consolidation, scaling);
- mechanisms for learning and adaptation based on experience; and
- links between livelihood programs and conservation performance.

This could be achieved through technical guidance or internal directives on management plan preparation and review, rather than through amendments to existing regulations.

5.4.3 Leveraging regulations on the resolution of existing activities to support livelihood transitions

MoEF Regulation No. 14/2023 on the Resolution of Existing Activities within Conservation Areas provides a legal framework to address livelihood activities that predate conservation designation. Although primarily designed to resolve legality and zoning alignment, this regulation also offers an entry point to support **structured livelihood transitions**.

Policy-level options include:

- using resolution mechanisms as opportunities to formalise community-based livelihoods that align with conservation objectives;
- linking resolution processes with empowerment and partnership instruments to support longer-term livelihood development; and
- ensuring that resolution outcomes are integrated into management plans and monitoring frameworks.

This approach treats the resolution of existing activities not only as a compliance process, but also as a gateway to more sustainable livelihood arrangements.

5.4.4 Activating biosphere reserve designations as coordination and livelihood platforms

Both TNKT and TNW are designated as UNESCO Biosphere Reserves, which in principle support integrated conservation and development approaches. While biosphere reserve status is recognised in national policy discourse, its operationalisation depends on the alignment with existing conservation planning and local government engagement.

A policy-level option is to **explicitly link biosphere reserve functions with existing forestry conservation instruments**, such as management plans, partnerships, and community empowerment programmes. This does not require new regulation, but clearer guidance on how biosphere reserve objectives can be reflected within national park governance, particularly in relation to community livelihoods and cross-sectoral coordination.

Such alignment could strengthen the role of biosphere reserves as platforms for learning, coordination, and benefit-sharing across conservation and development agendas.

5.4.5 Improving policy coherence between conservation and public financing instruments

Forestry conservation regulations allow for public funding, partnerships, and cooperation; however, they provide limited guidance on how conservation and livelihood initiatives can be linked to broader public financing mechanisms. Existing public finance regulations under national and regional budgeting frameworks already permit funding for conservation, community empowerment, and sustainable development.

A policy-level opportunity lies in **improving coherence and guidance** on how national park programs can:

- align with national and sub-national budget priorities;
- access non-tax state revenue (PNBP) and re-invest benefits where permissible; and
- coordinate with environmental and trust fund mechanisms without altering conservation mandates.

This option focuses on better alignment and utilisation of existing financial instruments, rather than introducing new funding mechanisms.

Conclusion

The policy-level options identified above demonstrate that existing forestry conservation regulations already provide a substantial foundation to strengthen community livelihoods and participation. Opportunities lie primarily in regulatory clarification, strategic use of existing instruments, and improved alignment across planning and financing frameworks.

The following section synthesises these findings to assess whether incremental adjustments are sufficient or whether targeted policy or legal reform may be required.

5.5 Analysis to Analytical Question 5

“Is there a need for policy or legal reform to better support inclusive and livelihood-oriented MPA and MPA network governance in Indonesia?”

This section synthesises findings from the preceding analysis to assess whether existing laws, policies, and regulations are largely sufficient to support inclusive and livelihood-oriented MPA and MPA network governance, or whether targeted policy or legal reform is required. The assessment distinguishes between the need for incremental regulatory clarification and alignment, and the need for more substantive legal or policy reform.

5.5.1 Sufficiency of the existing legal and regulatory framework

The analysis indicates that Indonesia’s existing forestry conservation legal framework provides a substantial foundation for community participation and livelihood development within national parks. Current laws and regulations explicitly recognise communities as legitimate actors, provide conditional legal space for conservation-compatible livelihoods, and enable engagement through empowerment, partnerships, and management planning instruments.

These provisions demonstrate that the core elements required for inclusive and livelihood-oriented governance are already present within the existing framework. The challenges identified in TNW and TNKT do not stem from the absence of legal recognition or enabling provisions, but rather from how these provisions are articulated, operationalised, and aligned across planning and governance instruments.

5.5.2 Areas requiring regulatory clarification and policy alignment

Findings from Sections 5.2–5.4 suggest that **incremental policy and regulatory clarification** could significantly improve outcomes without requiring fundamental legal reform. Key areas where clarification and alignment would be beneficial include:

1. Clearer articulation of sustained community participation beyond planning and project-based engagement;

2. Improved guidance on communicating zoning objectives and adaptive use to communities;
3. Stronger integration of livelihood pathways within management planning frameworks; and
4. Clearer alignment between conservation governance instruments and broader public financing and partnership mechanisms.

These areas point to the need for improved guidance, technical directives, and coordination within existing mandates, rather than the creation of new regulatory regimes.

5.5.3 Targeted reform considerations for emerging governance needs

Although the existing framework is largely sufficient, the analysis also identifies **emerging governance needs** that may warrant targeted policy or regulatory development over time. In particular, the increasing emphasis on integrated seascape approaches, cross-site coordination, and network-level governance highlights areas where current forestry conservation regulations remain largely silent.

In the context of MPAs and national parks with marine zones, this suggests a potential need for future regulatory instruments or guidance that address coordination across sites and administrative boundaries, including mechanisms that support learning, scaling, and livelihood development across multiple conservation areas. Such considerations represent forward-looking policy development needs rather than immediate reform requirements.

5.5.4 Overall assessment

Overall, the analysis suggests that **comprehensive legal reform is not immediately required** to strengthen inclusive and livelihood-oriented MPA governance in Indonesia. Existing laws and regulations provide a robust foundation upon which improvements can be made through regulatory clarification, strategic alignment, and enhanced use of existing instruments.

Targeted policy development may become relevant in the medium to long term, particularly to address cross-site and network-level governance dynamics. These considerations provide a structured basis for decision-making on whether to pursue incremental adjustments or broader regulatory reform, and inform the recommendations presented in the following chapter.

6. ACTIONABLE POLICY AND GOVERNANCE RECOMMENDATIONS

This chapter presents a set of **actionable policy and governance recommendations** designed to strengthen community livelihoods and participation within national parks with marine zones, with specific application to TNKT and TNW. The recommendations are structured across governance levels—national, provincial, district, and national park authority, to reflect how policy intent is translated into action within Indonesia’s existing legal and administrative system.

Rather than functioning as standalone interventions, the recommendations are intended to operate as a **connected and sequential set of actions**, from national policy enablers to site-level implementation (Figure 3). Readers may refer to this overview for a summary of the proposed approach and consult individual recommendations in the sections that follow for further detail, as needed.

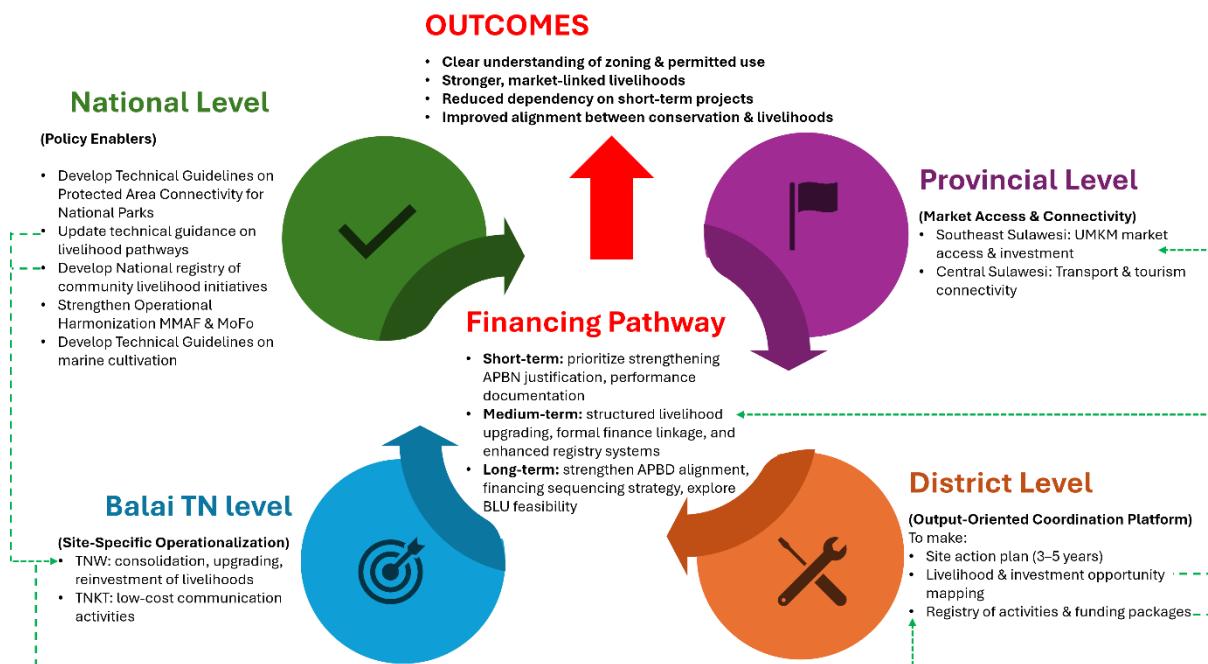


Figure 3. Overview of inter-connected recommendations and sequential set of actions

6.1 National-Level Recommendations

6.1.1 Recommendation 1. Develop technical guidelines on protected area connectivity for national parks

Indonesia’s forestry conservation framework already provides legal space for coordination and collaboration across conservation areas, including national parks with marine zones. Many national parks share similar ecological characteristics, coastal and marine ecosystems, and socio-economic conditions, particularly where communities depend on fisheries, tourism, and mixed livelihoods. Existing policies

allow for cooperation and partnerships across sites, creating an implicit foundation for network-based management.

However, current technical guidance does not explicitly articulate how national parks with similar ecological and socio-economic characteristics should be connected through network functions. As a result, collaboration, learning, and scaling across sites tend to occur informally or through time-bound projects, rather than as a deliberate and structured approach to management. National parks such as TNKT and TNW face comparable challenges related to community livelihoods, financing, and conservation pressures, yet there is limited guidance on how experiences and solutions from one site can systematically inform another.

The absence of explicit guidance on protected area network functions does not prevent cooperation, but it limits the strategic use of **ecological connectivity**, **shared socio-economic contexts**, and **common governance challenges** as a basis for cross-site coordination and learning. This constrains opportunities to scale effective livelihood models, harmonise approaches across similar ecosystems, and address shared pressures at a broader landscape–seascape level.

To address this gap, it is recommended for MoFor to strengthen the articulation of **protected area network functions** through an operational guideline or technical addendum applicable to national parks with marine zones. This guidance should focus on functional connectivity rather than spatial designation, and should provide practical direction on:

1. Identifying groups of national parks with similar ecological and socio-economic characteristics, including shared marine ecosystems, livelihood patterns, and management challenges;
2. Facilitating cross-site learning and knowledge exchange among these sites, particularly on community livelihoods, partnerships, and financing mechanisms;
3. Supporting the adaptation and scaling of livelihood models that have proven effective in comparable ecological and social contexts; and
4. Embedding network functions within existing planning and reporting processes, so that connectivity and learning are treated as routine management practices rather than separate initiatives.

Strengthening network functions in this way would not require new regulatory authority or overlap with sectoral mandates. Instead, it would provide a clearer operational framework for connecting national parks that share ecological and socio-economic contexts, enabling more coherent, efficient, and scalable approaches to conservation and community livelihood development.

6.1.2 Recommendation 2. Update technical guidance on community livelihood pathways in national parks with marine zones

Indonesia already has regulations that require national parks to prepare community empowerment plans and annual work plans, including for parks with marine zones. These instruments provide a strong legal basis for involving communities and supporting livelihoods.

However, existing technical guidance⁷ mainly focuses on how plans should be prepared, rather than *how community livelihoods should develop over time*. In practice, empowerment plans often list activities and budgets, but do not explain how livelihoods are expected to progress from initial support to more stable or scalable economic activities. Guidance on marine-based livelihoods is also limited and does not fully reflect the reality of coastal communities, where households often combine fishing, farming, processing, and tourism activities depending on the season. As a result, livelihood support tends to remain project-based and short-term, with limited direction on how successful initiatives can be strengthened, expanded, or sustained.

To address this, it is recommended that MoFor update existing technical guidance through an addendum or operational guideline for national parks with marine zones. This update should provide practical direction on:

1. Stages of livelihood development (initiation, consolidation, and scaling) and to include progression logic (**Table 8**):
 - a. entry criteria;
 - b. milestones (skills, market access, finance readiness);
 - c. exit strategy or scaling options.
2. Introduces livelihood pathway typologies:
 - a. subsistence → semi-commercial → commercial;
 - b. extractive → value-added → service-based (e.g. ecotourism);
 - c. individual → group → co-operative models.
3. Different types of marine-based and mixed livelihoods that are compatible with conservation objectives such as:
 - a. fisheries-related processing;
 - b. marine tourism and services;
 - c. ecosystem-based livelihoods (e.g. restoration-linked income).

This update would improve the effectiveness of existing regulations without requiring legal reform, and would help national park authorities move from activity-based support toward more sustainable livelihood outcomes.

⁷ Perdirjen KSDAE P.7/2020 and its parent regulations

Table 8. Group classification table

| Assessment Criteria | Stage 1 – Basic | Stage 2 – Intermediate | Stage 3 – Advanced |
|-----------------------------------|---|---|---|
| Activity Consistency | Activity conducted irregularly; income seasonal or unpredictable | Activity conducted regularly; service or product quality consistent | Activity conducted regularly with predictable income and stable client demand |
| Market Engagement | Serves local buyers or occasional visitors; no formal agreement | Has repeat clients, buyers, or recurring transactions | Serves multiple clients/markets or accesses regional/national market |
| Financial Management | No formal records or simple notes only | Keeps basic income–expense records; group savings exists | Maintains bookkeeping system; accesses external finance (bank/co-operative/CSR) |
| Institutional Structure | Informal group or individual activity | Registered group with defined roles | Legally registered co-operative, enterprise, or formal entity |
| Conservation Compliance | Aware of zoning and environmental rules | Follows zoning rules; no recorded violations | Documents compliance; adopts environmental good practices; contributes to conservation-supporting activity |
| Example | Household-level seaweed drying; Tourism guide | MSME fishery processing groups | Fishery co-operative; dive resort |
| Recommended Support for the Group | <p>Objective: to stabilise activity and ensure compliance</p> <ul style="list-style-type: none"> • Basic technical training (production skills) • Zoning & conservation compliance orientation • Facilitate group formation • Basic financial literacy training • Identify first buyer or local market linkage | <p>Objective: to improve consistency and strengthen systems</p> <ul style="list-style-type: none"> • Quality control training • Bookkeeping & financial management coaching • Support formal group registration • Facilitate stable buyer agreements • Establish savings or revolving fund mechanism | <p>Objective: to enable scaling and independence</p> <ul style="list-style-type: none"> • Facilitate access to formal financing (bank, co-operative, CSR) • Market diversification support • Branding and packaging improvement • Support legal registration (if needed) • Link to conservation incentive mechanisms |

Note: Balai TN should conduct this assessment annually and update group classification accordingly. Support interventions should be aligned with the group's assessed stage rather than applied uniformly across all livelihood initiatives. The assessment criteria are designed to be sector-neutral and applicable across goods-based (e.g. fishery products, handicrafts), service-based (e.g. tourism, transport service), and mixed livelihood models.

6.1.3 Recommendation 3. Develop a national registry of community livelihood initiatives in national parks

Community livelihood initiatives in national parks are currently implemented through many channels, including national park programs, NGO projects, donor support, and community-led activities. While some of these initiatives are successful, there is no single system that shows what livelihoods exist, where they are located, who supports them, or which ones are ready to be strengthened or scaled up.

Existing community empowerment plans are mostly used for internal planning and reporting. They do not function as tools for learning across sites, monitoring progress, or attracting additional funding.

It is therefore recommended to establish a national registry of community livelihood initiatives in national parks. This registry would be a simple, centralised database managed at the national level, recording basic information such as:

- the type and location of livelihood initiatives;
- their stage of development;
- community participation, including women's involvement;
- partnership arrangements; and
- sources of funding and remaining gaps.

To ensure consistency and comparability across sites, classification of livelihood stages (basic, intermediate, advanced) should follow the assessment criteria outlined in Table 8. This alignment would allow the registry to function not only as a database, but as a structured monitoring and progression tool.

Rather than creating a new standalone platform, the registry could be integrated into the existing *Sistem Informasi Manajemen Penyuluhan* (SIMLUH) system,⁸ where relevant community and forestry extension data are already collected. An additional module for marine national parks could be developed within SIMLUH to capture livelihood stage classification, conservation compliance status, and support history.

The registry would serve several practical purposes. It would:

- support structured monitoring and evaluation;
- enable cross-site learning and identification of scalable livelihood models;
- improve coordination between Balai, provincial agencies, and partners; and
- increase visibility for potential funding from development partners, corporate social responsibility (CSR) programs, and environmental financing mechanisms.

⁸ <https://simluh.bp2sdm.kehutan.go.id>

- Over time, the registry could also support performance-linked conservation financing by identifying livelihood groups that demonstrate compliance and readiness for scaling.

This recommendation does not require new regulations. The registry can be developed gradually using existing reporting systems, and would significantly strengthen coordination, learning, and financing for community livelihoods in national parks.

6.1.4 Recommendation 4. Strengthen operational harmonisation between MMAF and MoFor in marine national parks

Marine national parks operate at the interface of forestry-based conservation governance and fisheries-based marine resource management. While MoFor holds spatial authority over national park zones, fisheries regulation, licensing, and marine utilisation policies remain under MMAF.

Field findings in TNW and TNKT indicate that community perceptions of zoning restrictions, fisheries enforcement, and livelihood approval processes are often shaped by fragmented institutional communication rather than regulatory gaps. To ensure coherent implementation of UU 32/2024—particularly articles concerning participation, utilisation, and conservation financing—operational harmonisation is required.

This recommendation does not propose institutional restructuring. Instead, it calls for structured coordination mechanisms to clarify functional roles and reduce regulatory ambiguity. Several steps that can be taken are:

1. Regulatory Cross-Referencing (Appendix Table 3)

Future implementing regulations (PP/Ministerial Decrees under UU 32/2024) should:

- Explicitly reference applicable fisheries regulations within marine national parks (gear, species, method).
- Clarify that marine-based livelihoods inside marine national park zones must comply with both national park zoning and national fisheries provisions.
- Define approval pathways for aquaculture, *rumpon* placement, and fisheries-related infrastructure.

This ensures legal coherence without duplicating mandates.

2. Joint operational SOP at site level

Develop a joint Standard Operating Procedure between *Balai Taman Nasional* and Provincial DKP offices. The SOP should clarify:

- Fisheries enforcement roles inside TN zones
- Data-sharing protocols (catch data, gear types, violations)

- Joint patrol principles where relevant
- Procedures for reviewing marine livelihood proposals

This can be issued as a joint circular or inter-agency agreement.

3. Spatial Alignment Mechanism

Establish periodic technical coordination to align:

- national park zoning
- RZWP3K (provincial marine spatial plans)
- Community closure areas
- Fisheries management zones

Spatial overlay review should be conducted at least once every planning cycle to prevent zoning contradictions and reduce community confusion.

4. Data Integration for Adaptive Management

Develop structured data exchange between Fisheries landing and licensing data (MMAF) and ecosystem monitoring and patrol records (Balai National Park). This enables better estimation of fisheries pressure, evidence-based patrol allocation, and improved justification for marine management costing

6.1.5 Recommendation 5. Develop Technical Guidelines on Marine Cultivation for national parks

As identified in Section 5.2.4, marine national parks face recurring ambiguity in interpreting sustainable utilisation provisions under UU 32/2024, particularly in relation to pearl oyster cultivation and seaweed farming. While the law permits sustainable utilisation and prohibits activities that reduce ecosystem integrity, it does not provide marine-specific criteria for evaluating species compatibility, scale thresholds, or structural impacts. This has resulted in cautious interpretation in some sites and inconsistent scaling pathways in others.

Government Regulation No. 60/2007 on Fish Resource Conservation emphasises ecosystem, biodiversity, and genetic conservation. With more detailed operational provisions already exist under MMAF Regulation No. 31/2020 on Marine Protected Area Management.

To address this articulation gap and to strengthen alignment between national park management and marine conservation provisions under MMAF Regulation No. 31/2020, it is recommended that MoFor develop a technical guideline on marine cultivation compatibility for national parks, aligned with the forthcoming Government Regulation (PP) implementing UU 32/2024.

The guidelines would articulate a clear, stepwise assessment logic for evaluating marine cultivation proposals, ensuring that decisions are consistent, risk-based, and conservation-aligned. The proposed decision flow is illustrated in Box 4.

Box 4. Proposed logical assessment flow for marine cultivation in national parks

Step 1 – Species Compatibility

- Is the species listed as invasive or prohibited nationally⁹?
- Does the species naturally occur within the relevant marine ecoregion¹⁰?
- Is the cultivated strain certified and ecologically compatible?
- Could the activity introduce genetic or ecological risks?

If high ecological risk → Activity should not proceed.

Step 2 – Zoning Consistency

- Is the activity located within a utilisation or traditional use zone?
- Is it outside core or protection zones?
- Is it consistent with the approved management plan?

If inconsistent with zoning → Activity cannot proceed unless zoning is formally revised.

Step 3 – Ecosystem Integrity Assessment

- Will structural installations disturb reef, seagrass, or mangrove habitats?
- Is cumulative density within ecological carrying capacity?
- Could water quality be affected?

If ecosystem integrity is likely to be reduced → Not permitted.

If impacts are manageable → Conditional approval with monitoring.

Step 4 – Scale Classification

| Scale Category | Governance Response |
|---------------------------|---|
| Subsistence / Traditional | May proceed with monitoring |
| Semi-commercial | Requires structured partnership and reporting |
| Intensive Commercial | Generally incompatible within Marine national parks |

This approach would not expand allowable activities. Rather, it would clarify ecological compatibility criteria, zoning consistency requirements, ecosystem integrity safeguards, and scale thresholds. By doing so, it would reduce discretionary interpretation, strengthen coordination with fisheries authorities, and provide greater certainty for coastal communities while safeguarding conservation objectives. This recommendation can be implemented through ministerial level technical guidance without requiring new legislation.

⁹ MoEF Decree No. P. 94/MENLHK/SETJEN/KUM.1/12/2016 on Invasive Species

¹⁰ In the marine context, Spalding et al. (2007) define **marine ecoregions** as: "Areas of relatively homogeneous species composition, clearly distinct from adjacent systems. The species composition is likely to be determined by the predominance of a small number of ecosystems and/or a distinct suite of oceanographic or topographic features." TNW is located within the Banda Sea ecoregion; TNKT is located within the Northeast Sulawesi ecoregion.

6.2. Provincial-Level Recommendations

6.2.1 Recommendation 1. Enable provincial market access and investment for UMKM in Wakatobi

Community-based UMKM in Wakatobi National Park are already established but remain limited in market reach and access to investment. While national park authorities support community empowerment, the tools needed to expand markets and attract investment fall largely under provincial mandates.

It is recommended that the Provincial Government of Southeast Sulawesi:

- **Formally prioritise Wakatobi UMKM** within provincial UMKM and tourism programs, ensuring they are eligible for business development support beyond local markets; and
- **Use existing provincial trade, tourism, and business forums** to connect Wakatobi UMKM with buyers, off-takers, and impact investors.

These actions can be implemented through existing provincial programs and coordination mechanisms and would enable Wakatobi UMKM to move from small-scale activities toward more sustainable and market-oriented livelihoods.

6.2.2 Recommendation 2. Strengthen provincial connectivity and strategic positioning of TNKT

Limited transport connectivity remains a structural constraint for community livelihoods and tourism development in TNKT. Although the Palu–Ampana flight route has recently reopened on a weekly basis and Togeana is already included in the Provincial Tourism Strategic Plan 2021–2026 (*Renstra*), access to the islands remains characterised by low frequency, limited integration between transport modes, and insufficient positioning within emerging regional connectivity corridors.

To ensure that improved air access translates into tangible benefits for local communities and tourism enterprises, it is recommended that the Provincial Government of Central Sulawesi strengthen connectivity through three co-ordinated actions within its facilitative and coordination mandate.

1. Stabilise and Gradually Strengthen Air Connectivity

The current once-weekly Palu–Ampana flight provides an important foundation but may not yet offer sufficient reliability for tourism operators and investors.

The province should:

- Monitor route performance, occupancy rates, and seasonal demand;
- Facilitate dialogue with the Ministry of Transportation, airport operators, and airlines to explore seasonal frequency increases or flexible scheduling models;

- Advocate for inclusion of Ampana access within national connectivity strengthening initiatives.

The objective is to transition from symbolic connectivity to predictable and reliable access.

2. Integrate Air, Land, and Sea Transport Systems

Connectivity challenges frequently arise after arrival at gateway airports due to limited coordination between flight schedules, road transport, and boat departures to Togean Islands.

The province should:

- Facilitate synchronisation between flight arrival times and port departure schedules;
- Co-ordinate with district authorities to improve wayfinding, signage, and transfer information at Ampana and other gateways;
- Develop an integrated “gateway information sheet” (digital and physical) providing updated flight, road, and boat schedule information.

Improved transport integration would reduce waiting times, lower travel uncertainty, and enhance visitor confidence.

3. Position Togean Within Emerging Tourism Connectivity Corridors

Recent charter routes, including Palu–Guangzhou and Jakarta–Luwuk, signal expanding regional tourism connectivity. However, improved access to gateway cities does not automatically translate into increased visitation to Togean Islands.

The province should:

- Explicitly include Togean in promotional materials targeting visitors arriving via Palu and Luwuk;
- Develop a coherent tourism corridor narrative linking Palu, Lore Lindu, Luwuk, and Togean as part of an integrated Central Sulawesi experience;
- Co-ordinate with national tourism promotion bodies to ensure secondary destinations such as Togean benefit from improved international and domestic connectivity.

Embedding Togean within broader tourism circuits would increase its visibility, extend visitor stay duration, and distribute economic benefits more equitably across the province.

These actions do not require the province to directly operate transport services. Rather, they rely on proactive coordination, prioritisation, and inter-agency facilitation. Strengthened connectivity and strategic positioning would directly

support community-based tourism, enhance livelihood opportunities in TNKT, and reinforce the park's role within the broader Teluk Tomini seascape.

6.3. District-Level Recommendations

6.3.1 Recommendation 1. Operationalise biosphere reserve forum as a delivery platform for livelihoods and applied knowledge

National park governance in both TNKT and TNW requires a practical mechanism to translate conservation mandates into tangible livelihood, knowledge, and development outcomes. While TNKT already has a formally established coordination forum¹¹ that has not yet been operationalised, TNW relies on relatively strong but informal working relationships with provincial and district governments. In both cases, the absence of a structured, output-driven platform limits the translation of policy intent into concrete results on the ground.

It is therefore recommended that both TNKT and TNW implement the same output-oriented platform, regardless of institutional form, with a clear focus on deliverables rather than coordination per se. The platform should be used to produce the following concrete outputs:

1. A site-level action plan (3–5 years) linking conservation to livelihoods and development

The platform should produce a concise action plan that:

- identifies priority livelihood sectors compatible with conservation objectives (e.g. community-based tourism, fisheries processing, ecosystem-based livelihoods);
- links these priorities to existing government programs and partner support; and
- clarifies roles of the national park authority, sub-national governments, and partners.

This document should be practical and implementation-focused, not a strategic policy.

2. Management Entity Business Plan (1–3 Years)

In line with UNESCO technical guidance on Biosphere Reserves¹², the management entity (or coordination platform forum) could also develop a **Business Plan** distinct from the site-level action plan.

While the action plan articulates collective goals, the business plan should focus specifically on:

¹¹ Decree of the Regent of Tojo Una-Una No. 188.45/306/BP4D/2018, dated 20 August 2018, on the Establishment of the Coordination and Communication Forum for the Management of the Togean Islands Nature Reserve

¹² UNESCO, 2022. Technical Guidelines for Biosphere Reserves. Can be accessed here: <https://unesdoc.unesco.org/ark:/48223/pf0000375692>

- Operational objectives of the management entity;
- Staffing needs and administrative structure;
- Annual budget requirements;
- Existing funding sources (APBN/APBD/donor/CSR);
- Identified funding gaps;
- Sources of funding;
- Fundraising and resource mobilisation strategies;
- Criteria for allocation of funds to priority initiatives; and
- Monitoring of financial performance and cost-effectiveness.

The business plan does not create new legal authority, nor does it replace statutory conservation management plans. Instead, it strengthens operational clarity and financial sustainability of the coordination platform.

3. **A spatial and thematic map of livelihood, research, and investment opportunities**

The platform should compile a simple reference map that:

- identifies areas suitable for livelihood development, research, and pilot activities within the broader conservation landscape;
- aligns opportunities with conservation objectives and existing zoning; and
- serves as a common reference for government programs, donors, and research institutions.

4. **A registry of ongoing and proposed activities linked to the national park**

The platform should function as a clearing house by:

- listing livelihood initiatives, research activities, and pilot projects;
- identifying overlaps, gaps, and opportunities for scaling; and
- ensuring lessons learned are documented and shared with relevant authorities.

5. **A packaging mechanism for external support and investment**

Based on the action plan and registry, the platform should be used to:

- package priority initiatives for submission to national programs, development partners, CSR schemes, and research funders; and
- improve readiness for financing by clarifying objectives, roles, and expected outcomes.

This recommendation does not require new regulations or institutional restructuring. In TNKT, it can be implemented by activating the existing forum; in TNW, it can be implemented through a light institutional arrangement embedded in existing planning and coordination practices. By focusing on shared outputs

rather than formal coordination, this platform would provide a practical mechanism to strengthen livelihoods, learning, and investment while respecting the authority and mandates of the national park system.

6.4 Balai National Park-Level Recommendations

6.4.1 Recommendation 1. Adopt low-cost communication strategy on zoning and livelihood opportunities for TNKT

In TNKT, geographic dispersion across many islands, limited transport, and electricity availability only at night significantly constrain conventional communication and socialisation approaches. Repeated village visits, printed materials, and daytime meetings are costly and difficult to sustain. As a result, information on zoning, permitted activities, and livelihood opportunities often does not reach communities consistently.

To address these constraints, it is recommended that Balai TNKT adopt a **low-cost, island-appropriate communication strategy** that prioritises reach and consistency over frequency of physical presence. This strategy should focus on the following practical actions:

1. Use night-time communication channels that align with electricity availability

Balai TNKT should prioritise communication methods that can be delivered in the evening, when electricity is available, such as:

- short audio or video messages on zoning and livelihoods shared via WhatsApp groups;
- simple visual slides or videos shown during evening village gatherings.

These formats reduce the need for repeated staff travel while allowing messages to circulate organically. Communication content should be standardised into:

- short audio explanations of zoning and allowable activities;
- simple narratives or examples of livelihoods that are permitted; and
- clear explanations of whom to contact for proposals or questions.

2. Designate island-level communication anchors instead of village-level meetings

Rather than attempting to reach every island directly, Balai TNKT should identify a limited number of **island-level focal points** (e.g. teachers, religious leaders, co-operative leaders, or trusted community figures) who regularly interact with neighbouring islands. These anchors can receive periodic briefings (online or during infrequent visits) and relay key messages within their island clusters.

3. **Link communication efforts to existing mobility patterns**

Balai TNKT should align information dissemination with existing movement patterns, such as scheduled transport of goods or fuel, NGO or project visits, and routine inter-island travel by community members.

This reduces the need for dedicated outreach trips and ensures information reaches remote islands more efficiently.

By shifting from visit-based socialisation to low-cost, network-based communication, Balai TNKT can improve understanding of zoning and livelihood opportunities across dispersed islands. This approach is more realistic under resource constraints and better suited to the geographic and infrastructural realities of TNKT.

6.4.2 Recommendation 2. Upgrade existing livelihood initiatives through registry-based monitoring and strategic partnerships for TNW

TNW has benefited from long-standing livelihood programs and partnerships, resulting in a relatively mature landscape of community-based enterprises, including marine tourism, fisheries processing, and women-led UMKM. However, field findings indicate that many initiatives remain fragmented, with limited mechanisms to assess performance, attract investment, or reinvest benefits for long-term sustainability.

To align site-level actions with national, provincial, and district-level directions, it is recommended that Balai TNW shift its focus from introducing new livelihood activities toward **strategic consolidation and upgrading of existing initiatives**, through the following actions:

1. Conduct a rapid consolidation review linked to the national livelihood registry and site-level platform

Balai TNW should systematically review existing livelihood initiatives to identify which groups are active, dormant, or ready for scaling; document basic performance and participation; and feed this information into the proposed national registry and site-level platform for monitoring, evaluation, and funding visibility.

This creates a direct link between site-level realities and national learning and financing mechanisms.

2. Use the site-level platform to connect livelihoods with provincial market and investment programs

Building on provincial initiatives to support UMKM and tourism development, Balai TNW should use the site-level platform to:

- identify livelihood groups that meet minimum readiness criteria;
- connect these groups with provincial programs on standards, certification, branding, and market access; and

- position selected initiatives for engagement with buyers, off-takers, and impact investors.

This shifts partnerships from project implementation toward market-oriented collaboration.

3. **Promote reinvestment and benefit-cycling within consolidated livelihood groups**

For selected mature initiatives, Balai TNW should encourage simple re-investment arrangements—such as allocating a portion of revenues for group development, equipment upgrading, or conservation-supporting activities—supported through existing partnership mechanisms.

By anchoring site-level consolidation efforts to national monitoring systems, provincial market support, and district development priorities, Balai TNW can strengthen the sustainability and scalability of community livelihoods without expanding program scope or administrative burden. This approach reinforces coherence across governance levels while responding to the specific maturity of Wakatobi’s livelihood landscape.

6.5. Strategic Sustainable Financing Pathways for TNKT and TNW

6.5.1 *Fiscal architecture and operational constraints*

Indonesia’s conservation financing framework provides multiple legally recognised funding sources for national parks and MPAs, including APBN allocations, APBD co-financing, non-tax state revenue (PNBP), partnership mechanisms, environmental funds such as BPD LH, and international development co-operation. However, the effectiveness of these instruments is shaped not only by their legal availability but by the fiscal governance architecture through which funds are collected, allocated, and executed.

For marine national parks under MoFor, including TNKT and TNW, PNBP generated from entrance fees and tourism services is deposited directly into the state treasury. Although a portion of these revenues may return to parks through the *Daftar Isian Pelaksanaan Anggaran* (DIPA) allocation mechanism, the ratio between pure APBN funding and PNBP-based allocations is centrally determined and not proportional to park-level revenue generation.

Moreover, DIPA-based budgeting operates under detailed line-item structures and annual planning cycles. Reallocation across expenditure categories requires central approval, and budget execution follows formal administrative procedures. While this ensures fiscal accountability, it limits operational flexibility and constrains timely responses to ecological pressures—particularly in marine environments where ecosystem dynamics demand adaptive management.

The Bappenas policy discussion on environmental financing reform¹³ highlights similar systemic constraints within Indonesia's conservation financing system, noting that rigid public budgeting mechanisms can restrict adaptive management and that more flexible institutional models may be explored under specific conditions. Within this context, sustainable financing for TNKT and TNW should be understood as a process of structured activation and sequencing of existing instruments, rather than immediate institutional overhaul.

6.5.2 Financing pathway for TNKT: Stabilisation and access-oriented strategy

TNKT is characterised by dispersed geography, limited transport connectivity, fisheries-dominant livelihoods, and relatively early-stage tourism development. Its financing strategy should prioritise stabilisation of core funding, improved budget justification, and incremental strengthening of supporting mechanisms.

In the short term, the most effective approach is to strengthen APBN justification through applying a marine-specific management costing framework. Documenting higher patrol fuel needs, inter-island logistics costs, marine ecosystem monitoring requirements, and communication constraints would provide evidence-based justification for differentiated and adequate budget allocations within existing fiscal rules.

Parallel to this, TNKT should leverage provincial APBD mechanisms indirectly by aligning with provincial tourism and transport coordination efforts. Improved connectivity and integration of land–sea transport systems can strengthen tourism-linked livelihoods without requiring direct fiscal reform.

Operationalising the national livelihood registry—potentially integrated within SIMLUH—would increase visibility of active livelihood groups, identify funding gaps, and improve eligibility for NGO, CSR, and development partner support.

In the medium term, TNKT should strengthen documentation of its contribution to state revenue and conservation performance to reinforce budget advocacy within central allocation processes. Long-term exploration of access to environmental funds such as the Badan Pengelola Dana Lingkungan Hidup (BPDLH) could be considered for ecosystem-based initiatives, subject to eligibility criteria and administrative readiness.

For TNKT, sustainable financing should focus on strengthening public budget adequacy and coordination mechanisms rather than on introducing complex or high-risk financial instruments.

¹³ Bappenas. 2020. *Tata Kelola Pendanaan Konservasi Berkelanjutan melalui Skema Badan Layanan Umum*. Jakarta, Indonesia: Kementerian PPN/Bappenas.

6.5.3 Financing pathway for TNW: Consolidation and performance-oriented strategy

TNW benefits from a more mature tourism sector, established community enterprises, and stronger market visibility. Its financing pathway can progressively move toward consolidation, performance documentation, and selective institutional strengthening.

In the short term, TNW should strengthen revenue–performance linkage within the APBN framework. Although PNPB is centrally collected, improved documentation of tourism revenue contribution and ecological performance indicators can strengthen justification for enhanced budget allocations through DIPA mechanisms.

Simultaneously, TNW should use the livelihood classification matrix and national registry system to identify intermediate and advanced groups ready for scaling and link them to provincial and district programs. This structured consolidation strengthens economic viability without expanding fiscal risk.

In the medium term, TNW could facilitate access to formal financial institutions for advanced groups, encourage voluntary reinvestment mechanisms that support conservation-compatible upgrading, and align tourism growth with ecological monitoring and carrying capacity considerations.

Given TNW’s higher tourism revenue potential, longer-term exploration of institutional flexibility may be warranted. Drawing on discussions in the Bappenas’ document¹⁴, selected high-performing marine national parks may assess the feasibility of adopting more flexible financial management models, such as the Badan Layanan Umum (BLU)¹⁵ status—subject to revenue thresholds, administrative readiness, and Ministry of Finance approval. Such exploration should be framed as a feasibility assessment rather than an immediate reform proposal.

6.5.4 Result-based and performance-linked financing considerations

In principle, marine national parks could participate in result-based or performance-linked financing mechanisms, particularly in areas such as biodiversity conservation, blue carbon, coral reef restoration, or ecosystem service protection. However, under the current public finance framework, national parks cannot directly receive and retain result-based payments. Any such payments would need to be channeled through central government mechanisms, including the State Treasury, BPD LH, or national-level programs, and subsequently allocated through DIPA processes.

Therefore, participation in result-based financing is contingent upon strengthened monitoring systems, performance documentation, and alignment with national financing platforms. In the longer term, if institutional flexibility increases—whether

¹⁴Ibid.

¹⁵BLU: *Badan Layanan Umum* – Public Service Agency.

through enhanced performance-based budgeting or potential adoption of BLU-like arrangements—marine national parks may become more suitable candidates for structured performance-linked financing models.

At present, result-based financing should be viewed as a strategic medium- to long-term opportunity rather than an immediate operational mechanism.

6.5.5 Conclusion for sustainable financing pathway

Sustainable financing for TNKT and TNW does not depend on creating new funding instruments, but on aligning existing public, partnership, and environmental financing pathways with site-specific governance capacity and ecological realities.

In the short term, both parks should prioritise strengthening APBN justification and performance documentation. In the medium term, structured livelihood upgrading, formal finance linkage, and enhanced registry systems can expand financing visibility and stability. In the longer term, selective exploration of institutional flexibility and performance-linked financing may become feasible, subject to readiness and regulatory alignment.

By sequencing financing strategies according to institutional capacity and fiscal constraints, TNKT and TNW can enhance management effectiveness while ensuring that livelihood development remains aligned with conservation objectives.

6.6. Recommendation Priority for Strengthening Governance and MPA Network Effectiveness in TNKT and TNW

The recommendations below are prioritised based on implementation feasibility, governance leverage, and expected contribution to MPA network strengthening under the ASEAN ENMAPS Project. The prioritisation distinguishes between short-term articulation improvements, medium-term coordination strengthening, and long-term structural financing reforms.

Short-term recommendations prioritise clarification and operational alignment within existing mandates. **Medium-term actions** focus on institutional strengthening and system integration. **Long-term measures** explore structural financing flexibility subject to regulatory readiness (**Error! Reference source not found.**).

Table 9. Prioritised recommendations for strengthening governance and MPA network effectiveness in TNKT and TNW

| Timeline | Recommendation | Lead Actor | Feasibility | Expected Impact |
|-------------------------|---|---|---------------|--|
| Short-Term (0–2 years) | Develop technical guideline on marine cultivation compatibility for national parks (National Recommendation 5) | MoFor (Directorate of Conservation Areas) with MMAF technical input | High | Reduces operational ambiguity; strengthens ecological safeguards; improves harmonisation with fisheries regulation |
| Short-Term (0–2 years) | Establish Joint Operational SOP between Balai TN and Provincial DKP (National Recommendation 4: Operational Harmonisation) | Balai TN + Provincial DKP | Moderate–High | Improves compliance clarity; reduces community confusion; strengthens enforcement coherence |
| Short-Term (0–2 years) | Activate site-level output platform (biosphere reserve forum or equivalent) to produce 3–5-year Action Plan and Management Entity Business Plan (District Recommendation 1) | Balai TN + District Government | High | Converts coordination into deliverables; improves funding readiness; strengthens livelihood planning |
| Short-Term (0–2 years) | Adopt livelihood group classification & monitoring system (Table 8) and integrate into registry preparation (National Recommendation 2 & 3) | Balai TN (pilot) + MoFor (national integration) | High | Reduces project-based approach; improves livelihood progression logic |
| Short-Term (0–2 years) | Adopt low-cost communication strategy for TNKT (Balai Recommendation 1) | Balai TNKT | High | Improves zoning understanding; reduces outreach costs; increases compliance consistency |
| Medium-Term (2–5 years) | Issue Protected Area Connectivity Operational Guideline for Marine National Parks (National Recommendation 1) | MoFor (in coordination with MMAF) | Moderate | Strengthens functional MPA network performance; supports cross-site learning |
| Medium-Term (2–5 years) | Establish National Registry of Community Livelihood Initiatives (integrated into SIMLUH) (National Recommendation 3) | MoFor (BP2SDM/SIMLUH Unit) | Moderate | Improves monitoring, visibility, financing readiness, and cross-site learning |
| Medium-Term (2–5 years) | Strengthen Provincial Market Access & Investment Facilitation for Wakatobi UMKM (Provincial Recommendation 1) | Provincial Government (Sultra) | Moderate | Expands income stability; reduces reliance on park facilitation |
| Medium-Term (2–5 years) | Strengthen Provincial Connectivity & Tourism Positioning for Togeang (Provincial Recommendation 2) | Provincial Government (Sulteng) | Moderate | Enhances tourism viability; improves livelihood access; supports Teluk Tomini positioning |

| | | | | |
|-------------------------|--|---|--------------|---|
| Medium-Term (2–5 years) | Consolidate and Upgrade Existing Livelihood Initiatives in TNW (registry-based consolidation) (Balai Recommendation 2) | Balai TNW + Provincial UMKM Units | High | Enhances scaling; reduces fragmentation; strengthens market linkage |
| Medium-Term (2–5 years) | Strengthen Marine-Specific Budget Justification (costing framework) for TNKT & TNW (Financing Pathway 6.5.2 & 6.5.3) | Ministry of Forestry (Planning & Budget Unit) | Moderate | Improves APBN allocation realism; supports adaptive management |
| Medium-Term (2–5 years) | Strengthen APBD Alignment & Financing Sequencing Strategy (Financing Pathway 6.5) | Provincial Governments + MoFor coordination | Moderate | Improves co-financing predictability |
| Long-Term (5+ years) | Explore BLU Feasibility for High-Performing Marine National Parks (Financing Pathway 6.5.3) | Ministry of Forestry + Ministry of Finance | Low–Moderate | Potential increase in financial flexibility |
| Long-Term (5+ years) | Develop Performance-Linked / Result-Based Financing Readiness (Financing Pathway 6.5.4) | MoFor + BPD LH + Ministry of Finance | Low–Moderate | Enables structured conservation performance incentives |
| Long-Term (5+ years) | Integrate Marine National Parks into National MPA Network Monitoring System (Connectivity + Harmonisation) | MoFor + MMAF | Moderate | Strengthens national-level ecological connectivity tracking |

Note: APBD = Anggaran Pendapatan dan Belanja Daerah (Regional/Local Government Budget)

ABPN = Anggaran Pendapatan dan Belanja Negara (State/National Budget)

BP2SDM = Badan Penyeluhan dan Pengembangan Sumber Daya Manusia (Agency for Extension and Human Resource Development)

BPD LH = Badan Pengelola Dana Lingkungan Hidup (Environmental Fund Management Agency)

BLU = Badan Layanan Umum (Public Service Agency)

MoFor = Ministry of Forestry

MMAF = Ministry of Marine Affairs and Fisheries

UMKM = Usaha Mikro, Kecil, dan Menengah (Micro, Small, and Medium Enterprises)

SIMULH = Sistem Informasi Manajemen Penyuluhan (Extension Management Information System)

TNKT = Taman Nasional Kepulauan Togeau (Kepulauan Togeau National Park)

TNW = Taman Nasional Wakatobi (Wakatobi National Park)

REFERENCES

- Bappenas. (2020). *Tata Kelola Pendanaan Konservasi Berkelanjutan melalui Skema Badan Layanan Umum*. Jakarta, Indonesia: Kementerian PPN/Bappenas.
- Decree of the Regent of Tojo Una-Una No. 188.45/306/BP4D/2018, dated 20 August 2018, on the Establishment of the Coordination and Communication Forum for the Management of the Togean Islands Nature Reserve.
- MMAF Regulation No. 31/2020 on Marine Protected Area Management.
- MoEF Decree No. P. 94/MENLHK/SETJEN/KUM.1/12/2016 on Invasive Species.
- Spalding, M. D., Fox, H. E., Allen, G. R., Davidson, N., Ferdaña, Z. A., Finlayson, M. A. X., ... & Robertson, J. (2007). Marine ecoregions of the world: a bioregionalization of coastal and shelf areas. *BioScience*, 57(7), 573-583.
- UNESCO. (2022). *Technical guidelines for biosphere reserves*. UNESCO.

APPENDICES

Table 1. Article diagnostic review for Wakatobi National Park (TNW)

Law: UU 32/2024 on Conservation of Biological Natural Resources and Ecosystems

Focus: Community Participation, Sustainable Utilisation, Zoning, Connectivity, and Financing

| Article (Clause) number | Mandate | Current condition in TNW | Identified gaps / needs | Recommendation (National / Province / District / Balai TN) |
|-------------------------|---|--|--|--|
| 4 | Conservation is the responsibility and obligation of Government, Local Government, and society. | Many livelihood initiatives exist across Balai programs, NGOs, CSR/private sector, and community groups, but coordination is fragmented. | “Shared responsibility” is not translated into a working coordination mechanism; duplication and gaps across actors. | National: Issue PP/technical guidance clarifying <i>minimum coordination functions</i> required at site level (registry, forum, reporting). Province: Establish regular cross-sector coordination (DKP/Dispar/PMD) tied to TNW priorities. District: Integrate TNW livelihood priorities into district planning + allocate support services (market/logistics). Balai TN: Maintain a partner & livelihood initiative registry + annual coordination forum. |
| 5A | Conservation activities apply to KSA/KPA, kawasan konservasi perairan, and Areal Preservasi; clarifies MoF vs MMAF authorities; marine biota in TN sea habitat references MMAF rules (explained). | TNW is a Kawasan Pelestarian Alam (Taman Nasional) with marine ecosystems; on-the-ground governance frequently intersects with fisheries rules and institutions. | Operational confusion at site level: what is decided under MoF/TN mandate vs what requires MMAF instruments (especially for marine livelihood activities). | National: In PP, include an <i>operational interface clause</i> (MoF–MMAF) for marine TN: who issues what approvals, joint SOPs, data-sharing. Province: Set up a technical working group (Balai–DKP–Bappeda) for marine use cases. District: Align coastal livelihood permits/support with TN zoning rules. Balai TN: Use standard “decision note” template: which authority applies + required coordination step. |

| | | | | |
|----------|--|--|--|---|
| 8 (2-6) | <p>Government sets protection of life-support system; includes KSA/KPA/perairan & Areal Preservasi; Areal Preservasi can include buffer areas, ecological corridors; high conservation value areas, community-managed conservation, local wisdom protection areas.</p> | <p>Community-based closures and adat/local management exist, but not systematically recognised as ecological corridor/buffer instruments linked to TNW planning.</p> | <p>Connectivity and "corridor" concepts exist in law but aren't translated into site tools (mapping, designation logic, coordination with outside-TN space).</p> | <p>National: PP should provide criteria + procedure to recognise "koridor ekologis/ekosistem penghubung" and "areal konservasi kelola masyarakat" as operational complements to TN. Province: Integrate corridor/buffer logic into RZWP3K and provincial spatial/ecosystem plans. District: Support mapping/legal recognition of local wisdom protection areas and link to village planning. Balai TN: Prepare a "connectivity & buffer map pack" using existing closures/adat areas as candidate corridor/buffer features.</p> |
| 26 | <p>Sustainable use is via: (a) utilisation of environmental conditions of KPA, (b) utilisation of wild species, (c) utilisation of genetic resources; ecosystem services include tourism, water/energy, solar, wind, geothermal, carbon.</p> | <p>TNW livelihoods combine fisheries, tourism, and small enterprises; some initiatives stagnate, and benefits/market access are uneven.</p> | <p>"Pemanfaatan" exists but lacks practical thresholds and performance monitoring— what is allowed, where, at what scale, and how it links to conservation outcomes.</p> | <p>National: Develop technical guidelines for "sustainable use in Marine national parks" (including scale, safeguards, monitoring indicators). Province: Provide technical assistance for market systems + sustainability standards (DKP/Dispar). District: Improve enabling infrastructure (landing sites, cold chain, logistics, tourism basic services). Balai TN: Require simple "sustainability conditions" in partnership agreements (zoning compliance, gear standards, waste rules, monitoring).</p> |
| 31 (1-2) | <p>In Taman Nasional/TAHURA/TWA, activities may include education/training, R&D, traditional use, culture, religion, environmental utilisation, as long as core function not reduced.</p> | <p>Traditional/community activities exist but are often handled case-by-case; livelihood scaling pressure (tourism/fisheries value chain) increases governance burden.</p> | <p>No clear operational criteria to distinguish "traditional use for daily needs (non-commercial)" vs semi-commercial/community enterprise models supported by projects.</p> | <p>National: PP should clarify operational boundaries: traditional (subsistence) vs community enterprise vs commercial (incl. allowable instruments + safeguards). Province: Align support programs so they do not push communities into non-compliant</p> |

| | | | | |
|-----------|--|--|--|---|
| | | | | <p>commercialisation. District: Ensure village economic programs match TN zoning and allowable use categories. Balai TN: Create a practical screening checklist: subsistence/traditional vs enterprise vs commercial + required permit/PKS pathway.</p> |
| 34 (1-7) | <p>TN and TWA managed by Government; environmental services utilisation in utilisation zones/blocks per management plan; permits issued by Gov/Local Gov by authority; personal basic needs allowed (except core/wilderness/protection blocks).</p> | <p>Utilisation pressures exist (tourism spots, community activities); permitting and enforcement can be inconsistent; monitoring capacity limited.</p> | <p>Need clearer SOP on: what activities require permits vs PKS vs simple notification; and how to monitor compliance in marine space.</p> | <p>National: PP/SOP package for permits & agreements in Marine TN (including marine tourism, small facilities, community services). Province: Support compliance monitoring (joint patrol, data sharing). District: Regulate/support tourism operators and facilities consistent with TN rules. Balai TN: Establish 3-tier authorisation pathway (Allowed w/notification / Allowed w/PKS / Requires permit) + annual compliance audit.</p> |
| 36A (1-9) | <p>Government & Local Government responsible for adequate, sustainable financing; sources APBN/APBD/other legal sources; can pool conservation funds incl. dana perwalian; includes equitable benefit-sharing and incentives; further regulated by PP.</p> | <p>CSR and partner support exist, but not linked to measurable conservation performance; limited structured mechanism to channel/track funds for community livelihoods + conservation jointly.</p> | <p>Financing is fragmented; weak “results logic” and limited transparency for what funding achieves and which groups should be scaled.</p> | <p>National: Design PP provisions enabling performance-linked site financing (incl. trust fund windows; incentive mechanisms, benefit-sharing principles). Province: Embed TNW financing needs into provincial planning + explore blue finance instruments. District: Enable BUMDes/koperasi pathways for conservation-compatible enterprises. Balai TN: Create simple annual “financing & impact dashboard” (sources → uses → outcomes) tied to group performance.</p> |

| | | | | |
|----------|--|--|--|---|
| 37 (1-5) | <p>Community participation is directed/mobilised by Government & Local Government; awareness building via education/outreach; explicitly includes indigenous peoples (masyarakat hukum adat); further regulated by PP.</p> | <p>Many groups exist but often dependent; participation often = projects/training rather than shared monitoring/decision loops; adat involvement uneven.</p> | <p>Participation not yet institutionalised into feedback loops (monitoring → learning → adjustment); adat engagement not consistently operational.</p> | <p>National: PP should define minimum participation mechanisms (co-management elements, monitoring roles, adat engagement steps, grievance channels). Province: Build facilitation capacity (extension services, community institutions). District: Support community organisation strengthening and women's participation through village funding programs. Balai TN: Establish participatory monitoring forums (quarterly/biannual) and formalise adat engagement protocol.</p> |
|----------|--|--|--|---|

Table 2. Article diagnostic review for Togeau Islands National Park (TNKT)

Law: UU 32/2024 on Conservation of Biological Natural Resources and Ecosystems

Focus: Community Participation, Sustainable Utilisation, Zoning, Connectivity, and Financing

| Article (Clause) number | Mandate | Current Condition in TNKT | Identified Gaps / Needs | Recommendation (National / Province / District / Balai TN) |
|-------------------------|--|---|--|---|
| 4 | Conservation responsibility lies with Government, Local Government, and society | Community-based fisheries management largely driven by NGOs (BV, Japesda); limited structured state integration | State-community interface not institutionalised; heavy NGO reliance | National: Clarify co-management framework in PP (recognition of community fisheries governance inside TN). Province: Establish formal provincial-TNKT fisheries coordination platform. District: Integrate closure systems into district fisheries planning. Balai TN: Formalise collaboration MoU/PKS with community fisheries groups beyond project cycles. |
| 5A | Clarifies authority over conservation areas including marine components | Operational confusion regarding fisheries governance inside TNKT (traditional zones unclear; fisheries indicators not part of TN effectiveness metrics) | Lack of clear marine governance instrument within TNKT mandate | National: Develop clear marine governance interface SOP between MoF-MMAF for Marine national parks. Province: Align DKP technical rules with TNKT zoning. District: Support licensing and gear compliance consistent with TN zoning. Balai TN: Develop internal fisheries governance guideline (gear, size, closure compliance). |
| 26 | Sustainable utilisation allowed (environmental services, species, genetic resources) | Fisheries dominate livelihoods; market access limited; seasonal vulnerability; limited diversification | Utilisation exists but fragile; weak linkage between conservation compliance and livelihood benefits | National: Develop sustainable fisheries technical standard (NSPK) specific to Marine TN. Province: Provide market system strengthening (cold chain, transport, price transparency). District: Improve fish landing and logistics infrastructure. Balai TN: Tie livelihood support to compliance with closure and gear standards. |
| 31 | Traditional use allowed in TN if not reducing core function | Traditional fishing dominant; expansion pressure emerging | Lack of operational criteria distinguishing traditional subsistence vs semi-commercial use | National: Clarify operational definition of “traditional use” vs community enterprise in PP. Province: Align fisheries assistance programs with TNKT traditional zone logic. District: Ensure village economic programs respect TN zoning. Balai TN: Develop screening checklist for traditional vs enterprise fisheries activities. |

| | | | | |
|-----|--|---|--|---|
| 34 | Utilisation and permits must align with management plan and zoning | Limited proactive communication to communities; some activities NGO-facilitated without long-term institutional pathway | Administrative bottleneck and weak transparency on authorisation pathways | National: Standardise long-term institutional pathway. Province: Provide technical assistance to communities in permit applications. District: Support documentation requirements (legal identity, group registration). Balai TN: Publish simple flowchart. |
| 36A | Sustainable conservation financing; pooling mechanisms and equitable benefit-sharing | Fisheries revenue not linked to conservation reinvestment | No structured conservation financing mechanism at site level | National: Enable site-level conservation fund windows (incl. trust fund mechanisms). Province: Explore provincial blue finance integration for TNKT. District: Allocate Dana Desa for conservation-linked activities. Balai TN: Develop pilot reinvestment model (portion of fisheries/tourism benefit to conservation activities). |
| 37 | Community participation including indigenous peoples; awareness building | Activities monitoring and adaptation largely NGO-led | Participation quite strong socially but weak institutionally (risk after project ends) | National: PP should require minimum co-management elements for Marine TN. Province: Strengthen fisheries extension capacity. District: Support adat and community institutional strengthening. Balai TN: Institutionalise participatory monitoring forum and data-sharing protocol independent of NGO projects. |

Table 3. Key articles in UU 32/2024 Requiring cross-reference with MMAF regulatory framework

| UU 32/2024 | Subject / Governance Area | Reason Cross-Reference Is Required | MMAF / Marine Regulation to Cross-Reference |
|--|---|---|---|
| 4-5 | Objectives & principles of biodiversity conservation | Marine biodiversity governance overlaps with fisheries sustainability and marine spatial planning; principles must be aligned to avoid sectoral interpretation gaps | Law 45/2009 on Fisheries; Law 32/2014 on Marine Affairs |
| 5A | Conservation in marine areas | Marine TN zones exist within nationally regulated marine space; authority interface must be clarified to prevent overlapping mandates | Law 32/2014 on Marine Affairs; Law 1/2014 on Coastal Areas & Small Islands |
| Zoning provisions under UU 32/2024 & PP 108/2015 | Zonation and utilisation within national parks | Marine fishing, aquaculture, and <i>rumpon</i> placement must comply with fisheries zoning and provincial marine spatial plans | MMAF Regulation 30/2010 (MPA Zonation Plan); MMAF Regulation 28/2021 (Marine Spatial Management) |
| 36A | Conservation financing | Marine-based revenue (tourism, fisheries-linked livelihoods) must align with fisheries licensing and marine utilisation rules | MMAF Regulation 31/2020 (MPA financing provisions), Bappenas "Panduan Penyusunan Instrumen Pendanaan Biru" |
| 37 | Community participation & partnerships | Marine livelihoods (capture fisheries, aquaculture, marine tourism) are regulated under fisheries and coastal management law; partnership schemes must align with fisheries permits and spatial rules | Law 1/2014 (Coastal Areas); Law 45/2009 (Fisheries); MMAF Regulation 21/2015 on Partnership of MPA management |
| Species and ecosystem conservation provisions | Protection and sustainable use of species | Aquaculture species eligibility and invasive species restrictions must follow fisheries conservation framework | Government Regulation 60/2007 (Fish Resource Conservation); MMAF Regulation 31/2020 |
| Network or cross-site coordination under UU 32/2024 | Protected area coordination and ecosystem connectivity | Marine ecological connectivity across jurisdictions requires alignment with marine protected area network regulation | MMAF Regulation 13/2014 on MPA Networks; Government Regulation 21/2021 (Spatial Governance) |
| Management planning under PP 108/2015 & MoEF P.35/2016 | Preparation of management plans (RPTN) | Marine zones within TN must integrate marine spatial planning and fisheries management considerations | MMAF Regulation 28/2021 (Marine Spatial Management); RZWP3K |
| Partnership mechanisms under MoEF P.44/2017 | Co-operation and utilisation mechanisms in conservation areas | Marine-based partnerships (e.g., aquaculture, tourism) must align with fisheries licensing and coastal use rights | Law 45/2009 (Fisheries); Law 1/2014 (Coastal Management) |

