

ASEAN Biodiversity Research Report No. 2026-02

Stakeholder Mapping and Institutional Harmonisation for Marine National Park Management in Indonesia: Insights from Wakatobi and Togean National Parks



Stakeholder Mapping and Institutional Harmonisation for Marine National Park Management in Indonesia: Insights from Wakatobi and Togean National Parks

Stakeholder Mapping and Institutional Harmonisation for Marine National Park Management in Indonesia: Insights from Wakatobi and Togean National Parks

Citation:

Minarputri, N. (2026). Stakeholder mapping and institutional harmonisation for marine national park management 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: Muhajirin

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. Noorafebrianie 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.

CONTENTS

Contents	iii
Tables	v
Figures	vi
Acronyms	vii
Executive Summary	viii
1 INTRODUCTION	1
1.1 Purpose and Scope of Output 2	1
1.2 Linkages with Other Outputs	1
1.3 Rationale for Focusing on Institutional Harmonisation and Financing Arrangements	2
2 METHODOLOGY AND ANALYTICAL FRAMEWORK	3
2.1 Stakeholder Mapping Approach	3
2.2 Categories of Stakeholders	3
2.3 Levels of Engagement	4
2.4 Data Sources	4
2.5 Analytical Lenses Applied	
3 STAKEHOLDER LANDSCAPE IN MPA MANAGEMENT IN INDONESIA	6
3.1 Government Actors	6
3.2 Non-State and Supporting Actors	10
3.3 Community and Resource User Groups	10
3.4 Private Sector Actors	12
3.5 Development Partners and Supporting Institutions	13
4 SITE-LEVEL STAKEHOLDER MAPPING AND FIELD FINDINGS	15
4.1 Approach to Site-Level Stakeholder Mapping	15
4.2 Stakeholder Mapping in Wakatobi National Park	15
4.3 Stakeholder Mapping in Togean Islands National Park	21
5 STAKEHOLDER ANALYSIS: ROLES, INTERESTS, INFLUENCE, AND INSTITUTIONAL RELATIONSHIPS	26
5.1 Analytical Approach to Stakeholder Prioritisation	26
5.2 Interest–Influence Quadrant Framework	27
5.3 Overview of Stakeholder Roles and Institutional Relationships	27
5.4 Stakeholder Readiness for Sustainable Livelihood and Financing Pathways	31

6	INSTITUTIONAL ENGAGEMENT STRATEGIES TO SUPPORT CO-ORDINATED AND EFFECTIVE MPA MANAGEMENT	34
6.1	Using the Interest–Influence Analysis to Identify Institutional Gaps	34
6.2	Engagement Approaches Applied in This Study	34
6.3	Applying the Engagement Approaches in Practice	36
6.4	Practical Institutional Mechanism to Support Harmonised Implementation	43
	REFERENCES	45
	APPENDICES	46

TABLES

1	Indicative readiness of stakeholder groups – Wakatobi	32
2	Indicative readiness of stakeholder groups – Togean	32
3	Practical engagement approaches for Wakatobi National Park	37
4	Practical engagement approaches for Togean Islands National Park	39

APPENDIX TABLES

1	Key stakeholder groups involved in MPA management in Indonesia, outlining formal mandates, functional roles, and regulatory responsibilities	46
2	Overview of stakeholder interest–influence positioning in Wakatobi National Park	47
3	Overview of stakeholder interest–influence positioning – Togean Islands National Park	50

FIGURES

1	Institutional relationships and financing flows in marine national park governance	14
2	Interest–influence matrix of key stakeholder groups in Wakatobi National Park	28
3	Interest–influence matrix of key stakeholder groups in Togean Islands National Park	29

ACRONYMS

ADD	Alokasi Dana Desa (Village Fund Allocation)
ABPN	Anggaran Pendapatan dan Belanja Negara (State Fund)
AKKP	Akademi Komunitas Kelautan dan Perikanan (Marine and Fisheries Community Academy)
CSR	Corporate Social Responsibility
DAK	Dana Alokasi Khusus (Special Allocation Fund)
DD	Dana Desa (Village Fund)
DPMPTSP	Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu (Provincial Investment and One-Stop Integrated Services Office)
FGD	focus group discussion
KII	key informant interview
KJA	Keramba Jaring Apung (floating net cages)
MMAF	Ministry of Marine Affairs and Fisheries
MoFor	Ministry of Forestry
MPA	marine protected area
NGO	non-governmental organisation
NTFP	non-timber forest products
PMD	Dinas Pemberdayaan Masyarakat dan Desa (Office for Community and Village Empowerment)
PNBP	Penerimaan Negara Bukan Pajak (Non-Tax State Revenue)
SME	small and medium enterprises
TNKT	Taman Nasional Kepulauan Togean (Kepulauan Togean National Park)
TNW	Taman Nasional Wakatobi (Wakatobi National Park)
UPI	Unit Pengolahan Ikan (fish processing unit)
WCS	Wildlife Conservation Society
WWF	World Wide Fund for Nature
YKAN	Yayasan Konservasi Alam Nusantara

EXECUTIVE SUMMARY

This document presents **Output 2: Stakeholder Mapping and Institutional Harmonisation** for marine protected area (MPA) management and financing in Indonesia, with a focus on **Wakatobi National Park (TNW)** and **Togean Islands National Park (TNKT)**. The study maps key stakeholders; analyses their roles, interests, and influence; and outlines **practical engagement strategies and institutional arrangements** to support co-ordinated and effective MPA implementation.

Purpose and Approach

The purpose of this output is to move beyond a descriptive listing of stakeholders and to examine **how institutional relationships function in practice**, how decision-making power is distributed, and where co-ordination gaps constrain MPA effectiveness, particularly in relation to livelihoods and financing. The analysis builds on the regulatory review in Output 1 and draws on field interviews, focus group discussions, and document review conducted in Wakatobi and Togean.

A total of 60 respondents participated, including 40 key informant interviews (KIIs) and 6 small focus group discussions (FGDs) across both sites. Findings repeatedly raised across stakeholder groups were treated as consistent, while divergent views were noted as mixed findings. Issues raised by only a small number of respondents are presented as indicative rather than conclusive.

Stakeholders were analysed across five consistent groups—**government, non-governmental actors, community and resource users, private sector, and development partners/supporting institutions**—and prioritised using an **interest–influence framework**. This framework is used to identify which actors matter most for implementation and what form of engagement is realistic and appropriate for each group.

Key Findings

The analysis showed that **institutional challenges differ markedly between sites**, requiring site-specific engagement strategies rather than uniform solutions.

1. **Wakatobi National Park** is characterised by **high interest across many actors**—including communities, district agencies, non-government organisations (NGOs), and private sector actors. However, respondents also repeatedly noted that livelihood outcomes remain largely stagnant. The core constraint is not a lack of programmes, but fragmentation, unstable market access, and heavy reliance on short-term projects. Influence is present, but not consistently used to resolve scaling, aggregation, and financing bottlenecks.
2. **Togean Islands National Park** presents a contrasting pattern. Formal authority is concentrated in the national park authority and district government, but **community interest in MPA outcomes is generally low and uneven**. In many interviews with communities, the respondents perceived the MPA primarily as a restriction rather than a source of benefit, and compliance is driven more by enforcement than by perceived value. Horizontal coordination among actors

(especially the national park authority and district government) is weak, and engagement efforts often outpace institutional and social readiness.

Engagement Strategies

Rather than proposing new co-ordination platforms or redistributing authority, this study recommends **differentiated engagement strategies** based on stakeholder positioning within the interest–influence framework.

1. In **Wakatobi**, engagement should prioritise **fixing livelihood and financing bottlenecks** by concentrating support on viable sectors (e.g., fisheries processing, community-based tourism), strengthening aggregation and buyer linkages, and reorienting NGO and partner roles toward market problem-solving rather than piloting new activities.
2. In **Togean**, engagement should focus first on **clarity, relevance, and trust-building**, using push and pull communication approaches to improve understanding of MPA rules and demonstrate tangible links between conservation and everyday livelihoods before pursuing broader participation or partnerships.

Site-specific engagement matrices translate these findings into **actionable approaches**—partnership, participation, consultation, push communications, and pull communications—linked to concrete tools and messages appropriate to each stakeholder group.

Institutional Harmonisation

To support coordinated and effective implementation, the report recommends a **light, practical institutional mechanism** focused on shared outputs rather than formal coordination structures. Building on existing arrangements (the Biosphere Reserve forum in Togean and existing planning practices in Wakatobi), this mechanism would:

1. Produce an implementation-focused action plan linking priority livelihood sectors to existing programmes and roles;
2. Develop a simple spatial and thematic reference map of livelihood, research, and investment opportunities aligned with zoning;
3. Maintain a registry of ongoing and proposed activities linked to each National Park; and
4. Package priority initiatives for external support and investment.

This approach does **not require new regulations** and is designed to strengthen institutional coherence, reduce fragmentation, and support more predictable links between conservation objectives, livelihoods, and financing.

Contribution to Subsequent Outputs

By clarifying stakeholder roles, institutional relationships, and engagement pathways, this output provides a practical foundation for Output 3, ensuring that proposed financing and livelihood models are grounded in real governance conditions and implementation capacity at the site level.

1. INTRODUCTION

1.1 Purpose and Scope of Output 2

This output presents a structured stakeholder mapping and institutional analysis for marine protected area (MPA) management and sustainable financing in Indonesia, focusing on two case study sites: **Wakatobi National Park (*Taman Nasional Wakatobi* or TNW)** and **Togean Islands National Park (*Taman Nasional Togean Kepulauan* or TNKT)**.

The purpose of Output 2 is to:

1. Identify and map the institutions, organisations, and actor groups involved in MPA governance, livelihood support, and financing arrangements;
2. Examine how roles, mandates, and interactions among these actors function in practice; and
3. Provide actionable recommendations to improve institutional harmonisation in support of co-ordinated and effective MPA network management.

Beyond descriptive listing of stakeholders, this output analysed how institutional arrangements shape decision-making, co-ordination, and access to financing, particularly as they relate to community participation and local livelihoods.

1.2 Linkages with Other Outputs

Output 2 is designed to be read as a direct continuation of Output 1 (Policy and Regulatory Review) and as a foundational input for Output 3 (Integrated Financing and Livelihood Analysis):

1. Linkage with Output 1:

Output 1 assessed the legal and regulatory frameworks governing MPAs, community participation, and financing mechanisms. Output 2 builds on this by examining how these mandates are operationalised institutionally, identifying where formal roles are clear, where they overlap, and where gaps emerge between policy intent and implementation.

2. Linkage with Field Findings:

Stakeholder mapping and institutional analysis are informed by field findings from Wakatobi and Togean, including insights from interviews, focus group discussions (FGDs), and observation. These findings highlight how institutional arrangements influence day-to-day management practices, livelihood opportunities, and access to support mechanisms at the site level.

3. Linkage with Output 3:

By clarifying institutional roles and coordination pathways, Output 2 establishes the enabling conditions for integrated financing models and livelihood interventions, which are explored in Output 3. Institutional harmonisation is treated as a pre-requisite for scalable and sustainable financing approaches across MPA networks.

1.3 Rationale for Focusing on Institutional Harmonisation and Financing Arrangements

Indonesia's MPA system involves a diverse and multi-layered institutional landscape, spanning national ministries, sub-national governments, site-level authorities, non-state actors, and community institutions. While this diversity provides opportunities for collaboration, it also creates challenges, including overlapping mandates across sectors and administrative levels, fragmented planning and budgeting processes, weak coordination between conservation, livelihood, and financing actors, and limited institutionalised participation of communities, women, and customary institutions.

These challenges are particularly pronounced in the context of MPA networks, where effective management depends not only on individual site performance but also on co-ordinated governance and financing arrangements across different MPAs' jurisdictions. This output therefore focuses on institutional harmonisation to improve management effectiveness, strengthen linkages between conservation objectives and livelihood outcomes, and enable more coherent and sustainable financing mechanisms.

2. METHODOLOGY AND ANALYTICAL FRAMEWORK

2.1 Stakeholder Mapping Approach

Stakeholder mapping in this study is undertaken as an analytical governance tool, rather than a purely descriptive exercise. The approach seeks to understand not only who the actors are, but how they influence and are influenced by MPA management and financing arrangements.

The stakeholder mapping process follows a structured sequence of **identification, analysis, prioritisation, and engagement**, providing a logical foundation for both institutional analysis and the development of engagement strategies. Stakeholder mapping is widely used in environmental governance to understand actor incentives, power relations, and opportunities for collaborative management (Reed et al., 2009).

First, stakeholders are **identified** based on their formal mandates, operational presence, and observed involvement in MPA management, livelihoods, tourism, and financing-related activities. Second, identified stakeholders are **analysed** in terms of their mandates and authorities, actual functions and practices on the ground, interests in MPA outcomes, and levels of influence over decision-making, resource allocation, and implementation. Third, stakeholders are **prioritised** based on their relative levels of interest and influence. Finally, this prioritisation informs the design of **tailored engagement strategies** appropriate to each stakeholder group.

This process allows for the systematic identification of coordination gaps, institutional redundancies, and underutilised actors within the MPA governance system, while ensuring that engagement recommendations are grounded in empirical evidence and governance realities.

2.2 Categories of Stakeholders

Stakeholders are grouped into five broad categories for analytical clarity:

1. **Government**, including national ministries, provincial and district government agencies, and MPA management authorities with official responsibilities for conservation, spatial planning, livelihoods, and financing.
2. **Non-government actors**, including NGOs, civil society organisations, and foundations engaged in conservation, community facilitation, capacity building, and pilot financing initiatives.
3. **Community and resource user groups**, including fishers and fishers' groups, women's economic groups, customary institutions, and tourism-based community organisations.
4. **Private sectors**, including tourism operators, value-chain actors, and other private entities involved in resource use, service provision, or financing.

5. **Development partners and supporting institutions**, including donors, international organisations, research institutions, and media that provide technical, financial, or knowledge support.

2.3 Levels of Engagement

Stakeholders are analysed across four administrative and functional levels:

1. **National level** (policy-setting, regulatory oversight, budget allocation, and national financing mechanisms);
2. **Provincial level** (spatial planning, coordination across sectors, and budget allocation);
3. **District or municipal level** (local economic development, coordination across sectors, and enforcement support); and
4. **Site level** (day-to-day MPA management, community engagement, and implementation of livelihood and financing activities).

This multi-level lens enables analysis of vertical alignment and misalignment across governance levels.

2.4 Data Sources

The analysis draws on multiple data sources to ensure triangulation and contextual accuracy:

1. **Key informant interviews (KIIs)** with government officials, MPA authorities, NGOs, community representatives, and private sector actors;
2. **Mini-FGDs** with community groups, including women, fishers, and resource users;
3. **Institutional document review**, including laws, regulations, management plans, programme documents, and project reports.

A total of **60 respondents** were consulted across both case study sites, comprising **29 respondents in Togean Islands National Park** and **31 respondents in Wakatobi National Park**. Consultations included **40 KIIs** and **6 mini-FGDs** across site, district, provincial, and national stakeholder levels.

Field-based data are used to validate and contextualise findings from desk-based institutional analysis.

2.5 Stakeholder Selection Approach

Respondents were selected using purposive stakeholder sampling to ensure representation across institutions with direct relevance to MPA governance, livelihoods, tourism, financing, and community engagement.

Selection prioritised stakeholders with:

- formal mandates or decision-making roles;
- operational involvement in park management or coastal livelihoods;
- experience in previous or ongoing programmes;
- recommendations from Balai Taman Nasional (Balai TN) and government officials; and
- community knowledge of local resource use and governance dynamics.

Efforts were made to include a balance of government, civil society, private sector, and community perspectives, including women, youth, and Indigenous respondents.

2.5 Analytical Lenses Applied

Three primary analytical lenses were applied consistently across stakeholder groups.

1. **Mandate and authority:** examining formal roles and legal responsibilities assigned through policies, regulations, and institutional mandates.
2. **Influence and interest:** assessing the relative power of actors to shape decisions, as well as their incentives and stakes in MPA outcomes.
3. **Functional role in MPA management and financing:** analysing what actors actually do in practice, particularly in relation to management implementation, livelihood support, and financing flows.

Stakeholder prioritisation was conducted using an interest–influence matrix, which grouped stakeholders into four quadrants to inform differentiated engagement approaches. This prioritisation directly informs the engagement strategies presented in Chapter 6. Together, these lenses provide a structured and transparent basis for analysing institutional relationships, identifying coordination challenges, and developing practical engagement strategies to support co-ordinated and effective MPA management.

2.6 Limitations and Reliability

This assessment was designed as a targeted qualitative review of governance, stakeholder dynamics, and institutional coordination rather than a statistically representative survey. While efforts were made to ensure balanced stakeholder representation, the availability of respondents during fieldwork varied across sites and institutions.

As with similar qualitative assessments, findings may reflect stakeholder position, recent experiences, or differing local perspectives. To strengthen reliability, information was triangulated across interviews, FGDs, review of documents, and comparison between stakeholder categories. Findings raised consistently by multiple sources were treated as stronger patterns, while differing or isolated views were interpreted more cautiously.

3. STAKEHOLDER LANDSCAPE IN MPA MANAGEMENT IN INDONESIA

Indonesia's MPA system is governed through a multi-layered and multi-actor institutional arrangement, reflecting the country's archipelagic geography, decentralised governance structure, and sectoral mandates related to marine conservation, fisheries, tourism, and coastal development.

This chapter outlines the key stakeholder groups involved in MPA management in Indonesia and situates their roles within the prevailing regulatory framework (Appendix 1), providing an institutional baseline for subsequent site-specific analysis.

3.1 Government Actors

3.1.1 *National-level institutions*

MPA governance is guided by laws governing the conservation of natural resources, marine management, and fisheries conservation^{1,2,3}. Therefore, national-level institutions are responsible for:

1. Designing, establishing, and designating MPAs and MPA networks;
2. Setting national standards for management planning, zoning, and monitoring;
3. Defining principles for community participation and sustainable use within conservation areas; and
4. Developing and overseeing public financing and fiscal mechanisms relevant to conservation and sustainable development.

Although the regulatory framework provides a strong legal basis for MPA governance, responsibilities related to conservation management, livelihoods, and financing are distributed across multiple institutions. This creates potential overlaps that can make implementation challenging in terms of translating national mandates into coherent implementation at the site level, particularly if cross-sector co-ordination is weak.

3.1.2 *Sub-national government actors*

Sub-national governments play a critical role in MPA management under Indonesia's decentralisation framework, with distinct but complementary functions between provincial and district (*kabupaten/kota*) governments. Law No. 23/2014 on Regional Government assigns **marine management authority within 0–12 nautical miles to**

¹ Law No. 32/2014 on Marine Affairs.

² Law No. 32/2024 on Conservation of Natural Resources and Ecosystems.

³ Law No. 31/2004 on Fisheries, as amended by Law No. 45/2009.

provincial governments, including conservation, administrative regulation, and marine spatial planning. This authority provides the formal basis for provincial governments to **design and manage MPAs** within their jurisdiction.

In the context of MPA management, **provincial governments are particularly relevant for strategic and regulatory functions**, including:

1. Marine and coastal spatial planning that integrates MPAs with other sea uses;
2. Surveillance and monitoring of marine resources within provincial waters;
3. Co-ordination of marine enforcement functions with national authorities; and
4. Alignment of MPA objectives with provincial marine and fisheries policies.

These functions position provincial governments as key actors in ensuring spatial coherence, compliance, and ecological integrity of MPAs.

District (*kabupaten/kota*) governments play a more **indirect but essential role**, focused on socio-economic dimensions surrounding MPAs. While they do not hold primary authority over marine space, district governments are responsible for **community empowerment and local economic development**, which are central to achieving sustainable MPA outcomes. Their roles commonly include:

1. Supporting community-based livelihoods and alternative income activities;
2. Facilitating co-operatives and small-scale enterprises linked to fisheries and tourism;
3. Strengthening product quality, value addition, and market access for fisheries and marine-based products; and
4. Delivering social and economic services to coastal and island communities adjacent to MPAs.

Regulations on regional development planning require both provincial and district governments to integrate conservation objectives into their respective development plans and budgets.

Village (*desa*) governments play an important operational role in supporting conservation and community-level implementation around MPAs. Although they do not hold formal authority over marine zoning or fisheries regulation, village governments contribute through community empowerment, local regulation, and grassroots co-ordination. Their roles commonly include:

1. Allocating and managing village funds (*dana desa*) to support livelihood diversification and small-scale conservation-supporting activities;
2. Facilitating community groups, including fishers, women's groups, and tourism groups;
3. Supporting community-based surveillance initiatives and local compliance efforts; and

4. Providing basic infrastructure and services that reduce environmental pressure and strengthen sustainable resource use.

Through these functions, village governments serve as a critical bridge between MPA policy and community-level practice, particularly when aligned with district programmes and national park management.

In practice, however, the coordination between provincial marine authority, national park management, and district-level livelihood programmes is often weak. This misalignment frequently results in conservation and livelihood initiatives operating in parallel rather than as part of an integrated MPA management strategy. This pattern is consistent with wider findings from Indonesia's MPA governance literature, which show that shifts in sub-national authority can create implementation gaps when coordination, staffing, and continuity of local partnerships are not maintained (Jompa et. al., 2023).

This functional division underscores the importance of **institutional harmonisation**, where provinces focus on spatial planning, surveillance, and regulatory oversight, while districts contribute through community empowerment and local economic development—roles that must be deliberately co-ordinated to support effective and socially inclusive MPA management.

3.1.3 MPA authorities

MPAs in Indonesia are managed under **both national and provincial jurisdictions**, reflecting the country's sectoral governance structure for marine and coastal resources. At the national level, MPAs may fall under the authority of the Ministry of Marine Affairs and Fisheries (MMAF) or the Ministry of Forestry (MoFor), depending on their legal designation. The MMAF is responsible for MPAs established under fisheries and marine conservation frameworks, while MoFor manages national parks and other conservation areas that include marine zones. In parallel, provincial governments hold authority to manage marine areas within 0–12 nautical miles, including the establishment and management of provincially designated MPAs in accordance with marine spatial plans.

This plurality of MPA authorities reflects Indonesia's legal framework but also creates a complex institutional landscape, particularly where conservation objectives intersect with fisheries management, spatial planning, and local livelihoods. Coordination across these authorities is therefore central to effective MPA management, especially in the context of MPA networks.

For this study, the analysis focused on national parks with marine zones, specifically TNKT and (TNW), which are managed under MoFor through Balai TN as site-level authorities.

Within this context, Balai TN functions as the **primary MPA management authority**, responsible for the day-to-day governance of conservation areas, including planning,

zoning, protection, regulated utilisation, and community engagement. Their mandate, as defined under MoFor regulations⁴, positions them at the centre of MPA management while requiring extensive coordination with provincial governments, district governments, non-state actors, and communities.

Balai TNs are responsible for preparing and implementing national park management plans and zoning systems, which serve as the primary operational instruments governing conservation and use within park boundaries. These instruments provide the legal basis for regulating activities, facilitating partnerships, and issuing conservation-related permits. As such, Balai TN acts as a gatekeeper for access and utilisation within National Parks, including activities related to tourism and ecosystem services that are relevant to sustainable financing.

In addition to conservation and spatial management functions, Balai TNs are mandated to conduct protection and surveillance, maintain park boundaries, and coordinate enforcement actions. While they do not operate in isolation, their role as the frontline institution for monitoring and compliance is critical, particularly in marine areas where overlapping jurisdictions and enforcement responsibilities exist.

MoFor regulations also assign Balai TNs explicit responsibilities related to community empowerment and partnerships. Balai TNs are required to facilitate community participation, implement conservation partnerships (*kemitraan konservasi*), and support community engagement in and around National Parks. In practice, these functions position Balai TNs as **facilitators and coordinators** rather than primary implementers of livelihood programmes, reinforcing the need for alignment with district governments and non-state actors responsible for economic development and enterprise support.

Finally, Balai TNs are authorised to manage regulated and sustainable utilisation of National Park resources, including nature-based tourism and environmental services. This mandate provides the institutional entry point for revenue generation, and financing mechanisms linked to MPA management. However, effective implementation of these functions depends on whether other agencies and stakeholders align support for institutional coordination, capacity, and the integration of financing arrangements with broader development and livelihood systems.

This framing of MPA authorities highlights the central role of Balai TNs in national park management, while underscoring the importance of harmonised institutional arrangements across national and subnational actors. The implications of these overlapping mandates and coordination requirements are examined further in subsequent chapters.

⁴ MoFor Regulations No. 4/2025 on Organizational Structure and Functions of the Technical Implementing Units of the Directorate General of Natural Resources and Ecosystem Conservation.

3.2 Non-State and Supporting Actors

Non-state actors operate within Indonesia's MPA governance framework through formal cooperation arrangements, facilitation roles, and project-based partnerships. Their engagement is enabled by provisions in conservation, fisheries, and community empowerment regulations that allow collaboration with third parties.

NGOs, research institutions, universities, and development partners commonly support:

1. Participatory planning and stakeholder facilitation;
2. Capacity building for MPA authorities and communities;
3. Pilot initiatives related to sustainable livelihoods and financing; and
4. Research, data collection, and monitoring.

While the regulatory framework recognises the role of non-state actors, co-ordination mechanisms are often informal or project-specific, which can limit institutional continuity if not integrated into government systems and management plans.

Non-state actors can play an important catalytic role where government capacity or resources are limited. However, reliance on short-term projects may not generate lasting institutional gains unless activities are embedded within government systems and long-term management priorities.

3.3 Community and Resource User Groups

Community and resource user groups are formally recognised within Indonesia's regulatory framework as key stakeholders in MPA management, particularly in relation to sustainable use, ecosystem restoration, and community empowerment. Fisheries and conservation regulations acknowledge the role of local communities, small-scale fishers, and customary institutions in resource management, including within National Parks and other conservation areas.

Community actors typically include individual fishers and fishers' groups, women's economic groups, customary institutions, and tourism-based community organisations such as local guide groups and homestay associations. Regulatory provisions provide space for community participation through consultation processes, access arrangements, and partnership mechanisms, although these provisions are often general and unevenly applied.

In addition to organised groups, individual resource users and persons from marginalised groups, including persons with disabilities, may interact with MPA governance indirectly through household-level livelihood activities, small enterprises, or as members of coastal communities. While not always formally recognised within stakeholder structures, their inclusion in consultation, livelihood support, and benefit-sharing mechanisms remains important to ensure equitable outcomes.

One key formal mechanism through which communities may be involved directly in National Park management is through ***Kemitraan Konservasi* (Conservation Partnership)**. According to the technical guidelines issued by the Directorate General of Natural Resources and Ecosystem Conservation⁵ *Kemitraan Konservasi* is a structured partnership between the head of a technical implementing unit (UPT), including Balai Taman Nasional, and community partners. This mechanism is intended to support both **community empowerment and ecosystem restoration** within nature reserves, nature conservation areas, and National Parks.

Under this framework, communities may participate in conservation areas through several forms of engagement, including:

1. **Access-based partnerships**, which allow communities to undertake regulated activities such as the collection of non-timber forest products (NTFP), traditional fisheries-related practices, or small-scale cultivation in designated zones;
2. **Traditional use and subsistence activities**, conducted in accordance with zoning provisions and sustainability principles;
3. **Ecosystem restoration partnerships**, particularly in areas affected by ecosystem degradation or existing built activities, such as agriculture, plantations, or aquaculture ponds, within conservation areas; and
4. **Nature-based tourism activities**, including guiding and other community-based services, are permitted under park zoning and management plans.

The guidelines further specify that *Kemitraan Konservasi* is implemented through a defined process, including community identification and verification, preparation of partnership proposals, joint agreement formulation, and periodic monitoring and evaluation by the National Park authority. Community partners may be individuals, community groups, customary institutions, or village-based organisations, provided they meet administrative and location-based criteria.

In practice, *Kemitraan Konservasi* provides a **legal and institutional entry point** for recognising community presence and roles within National Parks, particularly in contexts where livelihoods are historically embedded in protected landscapes and seascapes. However, its application has often focused on access regulation and ecosystem recovery and has not always been systematically linked to broader livelihood development, enterprise support, or sustainable financing strategies.

Overall, while the regulatory framework provides clear mechanisms for community involvement, the degree and quality of participation vary widely across MPAs. Women's groups and customary institutions remain underrepresented in formal decision-making structures. In addition, earlier works in Indonesia have similarly noted that community participation is most effective when linked to trust and the decision-making process (Clifton, 2003; White et al., 2022) that build awareness, ownership,

⁵ Directorate General of Natural Resources and Ecosystem Conservation Regulation No. P.6/KSDAE/SET/Kum.1/6/2018 (and its amendment) on Guidelines for *Kemitraan Konservasi* in Nature Reserves, Nature Conservation Areas, and Hunting Parks.

and continued involvement in conservation. Strengthening the operationalisation of *Kemitraan Konservasi* and better linking it to livelihood support, value chains, and financing arrangements remains a key challenge for inclusive and effective National Park-based MPA management.

3.4 Private Sector Actors

Private sector actors are recognised within Indonesia's regulatory framework as stakeholders in MPA management, particularly in relation to sustainable resource use, service provision, tourism development, and financing mechanisms. Regulations governing conservation areas, fisheries, tourism, and investment provide the legal basis for private sector engagement in and around MPAs, subject to zoning provisions, permitting requirements, and sustainability principles.

Private sector actors involved in MPA contexts typically include tourism operators (such as dive operators, resorts, and tour agencies), value-chain actors (including fish traders, processors, co-operatives, and small, medium, and large enterprises), and other private entities engaged in transport, accommodation, or service provision. In marine National Parks, private sector engagement is most associated with **nature-based tourism** and **fisheries-related value chains** operating in surrounding communities.

Regulatory provisions allow private sector activities within MPAs through licensing, co-operation agreements, and utilisation permits, particularly in designated utilisation zones. In National Parks, such engagement is overseen by the Balai TN, which acts as the gatekeeper for access, partnerships, and permitted activities. Private sector actors may therefore interact with MPAs either directly, through formal agreements with park authorities, or indirectly, through engagement with local communities and co-operatives operating under approved arrangements.

In practice, private sector involvement in MPAs varies widely in scale and form. While tourism operators often represent the most visible private actors within national parks, value-chain actors linked to fisheries and marine products play an important role in shaping livelihood outcomes and incentives for resource use outside park boundaries. However, private sector engagement is not always systematically integrated into MPA management planning or financing strategies, and linkages between conservation objectives and market-based incentives remain uneven.

Overall, the private sector represents a potential contributor to sustainable financing and livelihood development in MPA contexts. However, these economic drivers are not always systematically aligned with conservation objectives, creating a common implementation gap between commercial activity and MPA management outcomes. Strengthening regulatory clarity, improving coordination with park authorities and local governments, and aligning private sector activities with conservation and community objectives remain key challenges for effective engagement.

3.5 Development Partners and Supporting Institutions

Development partners and supporting institutions form an important part of Indonesia's MPA governance landscape. They commonly include bilateral and multilateral donors, international organisations, foundations, research institutions, universities, and media organisations. Their roles often include supporting policy development, capacity building, pilot initiatives, monitoring and evaluation, and the development of innovative financing mechanisms for conservation and sustainable use.

In National Park contexts, development partners typically engage through formal co-operation agreements with the MoFoR or Balai TN, or through project-based collaboration with local governments and NGOs. Research institutions and universities contribute through ecological and socio-economic studies, monitoring programmes, and technical inputs to management planning. At the same time, media organisations play a role in raising awareness and communicating about conservation outcomes.

While the regulatory framework allows and encourages collaboration with development partners, such engagement is often **project-based and time-bound**. As a result, continuity and institutionalisation of support can be limited if initiatives are not embedded within government systems and management plans. Coordination among multiple development partners operating in the same MPA landscape also varies, influencing the coherence of interventions and their contribution to long-term management and financing objectives.

Overall, development partners and supporting institutions play a significant enabling role in MPA management in Indonesia. Ensuring that their contributions are aligned with national priorities, integrated into park management systems, and coordinated across sectors remains essential for supporting effective and sustainable MPA implementation.

The diagram illustrates the institutional relationships among national, provincial, district, and community-level actors in marine national park management, highlighting formal authority, coordination mechanisms, and facilitation roles. It also maps key public, private, and donor financing flows that support park operations, community livelihoods, and conservation activities.

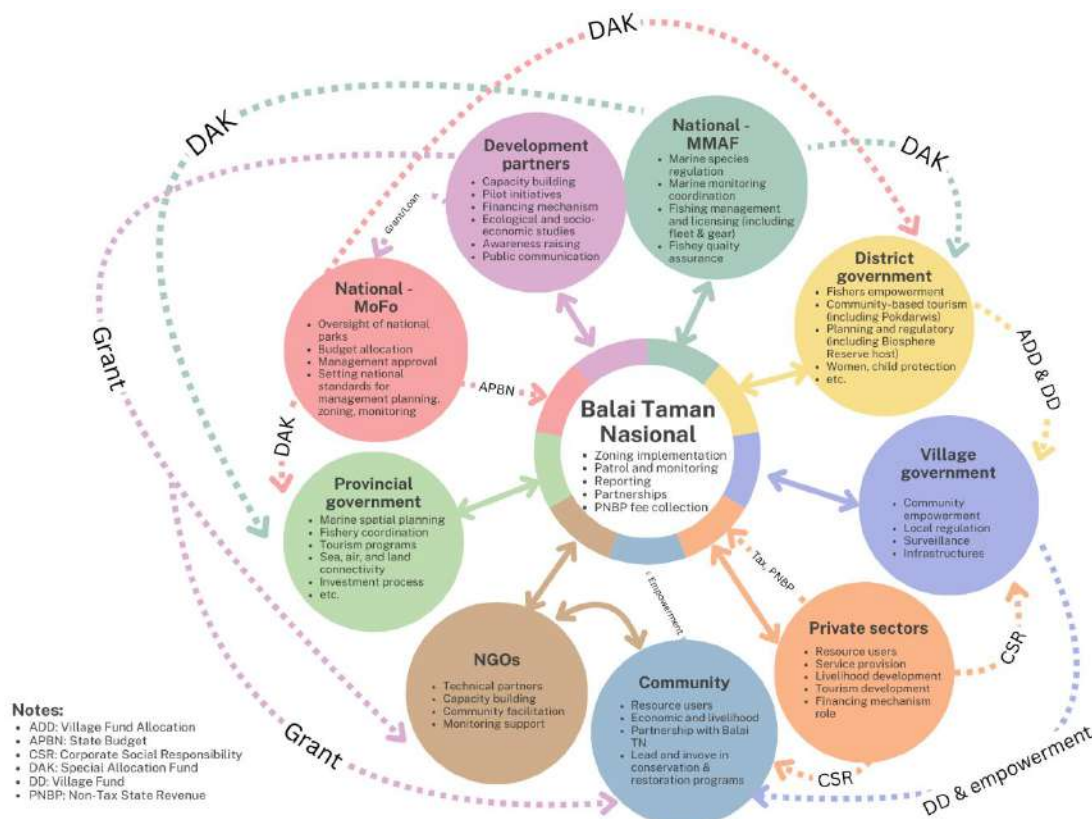


Figure 1. Institutional relationships and financing flows in marine national park governance

Solid arrows indicate statutory authority; double arrows represent mandated coordination across sectoral jurisdictions; dotted lines illustrate financial flows across stakeholders. The diagram reflects Indonesia's marine national park governance structure, where authority is vertically centralised under MoFor, while fisheries regulation and subnational planning operate through sectoral and horizontal coordination mechanisms.

4. SITE-LEVEL STAKEHOLDER MAPPING AND FIELD FINDINGS

This chapter presents site-level stakeholder mapping based on fieldwork conducted in TNW and TNKT. **It documents the actors present at each site, their observed roles and activities in practice, and the coordination arrangements through which they engage in MPA management, livelihoods, and financing-related activities.** Legal connections between Balai TN are not involved here since this finding mainly focuses on all actors in each national park and their activities in practice.

The chapter is intentionally empirical. It focuses on **who is involved, in what capacity, and through which types of activities**, without assessing effectiveness or institutional performance. This mapping provides the evidence base for the analytical and strategic chapters that follow.

To support interpretation of qualitative findings, statements in this chapter distinguish between:

1. findings reported consistently across multiple interviews or methods,
2. findings reported by several respondents or stakeholder groups, and
3. findings raised by a limited number of sources requiring further validation.

4.1 Approach to Site-Level Stakeholder Mapping

Stakeholder mapping was conducted through key informant interviews, FGDs, participatory stakeholder mapping exercises, and desk validation. Stakeholders were identified based on **observed presence and functional engagement** in MPA management, livelihood support, tourism, value chains, and financing-related activities.

Actors are presented using the same five stakeholder groups defined in Chapter 2 to ensure consistency across the analysis: government, non-government actors, community and resource user groups, private sector actors, and development partners and supporting institutions.

4.2 Stakeholder Mapping in Wakatobi National Park

TNW is characterised by a long-established and diverse stakeholder landscape, a pattern observed consistently across interviews, mini-FGDs, and stakeholder mapping exercises, reflecting its status as a marine National Park, a major tourism destination, and a focal area for conservation and coastal development initiatives. Stakeholders observed at the site span government institutions, non-government actors, community and resource user groups, private sector actors, and development partners, with varying roles in MPA management, livelihoods, and financing-related activities.

4.2.1 Government actors

The central role of government institutions in Wakatobi was reported consistently across all stakeholder groups, operating across national, provincial, district, and site levels.

1. **Balai Taman Nasional Wakatobi**, as the primary site-level authority, manages the National Park through three technical sections responsible for planning and zoning, protection and surveillance, sustainable utilisation, conservation partnerships (*kemitraan konservasi*), community empowerment, and facilitation of community groups.
2. **MoFor** provides policy direction, regulatory oversight, and technical guidance for National Park management through the Balai Taman Nasional.
3. **MMAF**, including fisheries management and enforcement units, is involved in fisheries regulation, marine surveillance co-ordination, and alignment of fisheries management with conservation objectives. In addition, the role of the **Agency for Quality Control and Fisheries Product Marketing (*Badan Peninjauan Mutu dan Pemasaran Hasil Perikanan*)**, which supports quality assurance, standards, and market access for fisheries products.
4. **Southeast Sulawesi Provincial Government** engages through multiple sectoral agencies:
 - a. The **Provincial Marine and Fisheries Office**, supporting marine surveillance and marine spatial planning programmes;
 - b. The **Provincial Tourism Office**, promoting marine and coastal tourism development;
 - c. The **Provincial Transportation Office**, supporting sea and land connectivity;
 - d. **Bappeda**, co-ordinating regional development planning and integration of conservation priorities; and
 - e. The **Provincial Investment and One-Stop Integrated Services Office**, facilitating licensing and investment processes.
5. **Wakatobi district government** plays a key role in community-level implementation through:
 - a. The **District Fisheries Office**, implementing fisher empowerment and small-scale fisheries programmes;
 - b. The **District Tourism Office**, supporting community-based tourism and Pokdarwis;
 - c. The **District Transportation Office**, supporting local connectivity;
 - d. **Bappeda**, integrating coastal and conservation-related priorities into district planning;
 - e. The **District Social Office**, addressing social protection needs of coastal communities;

- f. The **Office for Women's Empowerment and Child Protection**, supporting women's empowerment and protection of vulnerable groups;
 - g. the **Office for Co-operatives, SMEs, and Employment**, supporting co-operatives and small enterprises; and
 - h. The **Office for Trade and Industry**, facilitating marketing and value addition for local products.
6. **Baubau City Government**, particularly **Bappeda**, the **Office for Co-operatives and small and medium enterprises (SMEs)**, and the **Office for Trade and Industry**, plays a supporting role in regional value chains, market access, and trade for fisheries and tourism products originating from Wakatobi.
 7. **Village governments within and adjacent to National Park zonation** play an operational role in community facilitation, allocation of Village Funds (*Dana Desa*) for livelihood and small-scale conservation activities, support for community-based surveillance, and reinforcement of sustainable resource use through village regulations and local coordination.
 8. **PT Angkasa Pura** operates and manages airport services that support air connectivity to and from the Wakatobi region, playing an enabling role in tourism flows, logistics, and regional accessibility linked to marine tourism and local economic activities.

4.2.2 Non-government actors

The presence of multiple non-government actors in Wakatobi National Park was confirmed by many resource user community groups. Their roles include engaging in conservation facilitation, community support, and technical assistance, such as:

1. **Yayasan Konservasi Alam Nusantara (YKAN)** supports participatory mapping, strengthening of customary institutions, community-based surveillance, and livelihood diversification initiatives.
2. **World Wide Fund for Nature (WWF) Indonesia** is engaged in marine conservation, sustainable fisheries, and community-based resource management.
3. **Wildlife Conservation Society (WCS)** has recently begun its involvement, providing technical support related to conservation and science-based management.
4. **Blue Ventures** supports community-based fisheries management, including octopus fisheries approaches and financial inclusion.
5. **Komanangi**⁶ is a community-based fisher organisation in Wangi-Wangi that represents and supports local fishers in sustainable marine resource use and coastal stewardship activities.

⁶ *Komunitas Nelayan Wangi-Wangi*

6. **Forkani**⁷ is a community forum in Kaledupa engaged in organising coastal communities for resource stewardship, environmental protection, and local development initiatives.
7. **Komunto**⁸ is a fisher community association in Tomia promoting local participation in zoning, sustainable fishing practices, and community-led marine resource management.
8. **Foneb**⁹ is a community-based fisher group in Binongko that facilitates local participation, fisher co-ordination, and coastal resource monitoring to support sustainable livelihoods.
9. **Wakatobi Soea**, a local NGO, facilitates community engagement, supports local groups, and undertakes social and environmental activities at the village level.

4.2.3 Community and resource user groups

Community and resource user groups form the social foundation of MPA governance in Wakatobi, with livelihoods closely linked to marine and coastal resources.

Customary law communities (*masyarakat hukum adat*) play an important role in local governance and social organisation. Customary institutions observed include:

- **Kadie Liya** (Wangi-Wangi Island)
- **Kadie Kapota** (Wangi-Wangi Island)
- **Barata Kahedupa** (Kaledupa Island)
- **Kawati Waha** (Tomia Island)
- **Sarano Wali** (Binongko Island)

Some of these communities provide customary leadership, facilitate community coordination, and serve as entry points for engagement on conservation and resource management.

Community-based livelihood groups play an important role in organising coastal livelihoods and local economic activities. The groups identified below reflect those observed during fieldwork and interviews and are illustrative rather than exhaustive. A complete registry of formal groups is maintained by the Balai TN.

Groups observed include:

1. *Forum Pesisir Wakabibika* functions as a coastal community forum in Wangi-Wangi Island, facilitating dialogue among fishers, coastal communities, and external stakeholders.

⁷ *Forum Kahedupa Toudani*

⁸ *Komunitas Nelayan Tomia*

⁹ *Forum Nelayan Binongko*

2. Octopus fisher groups: Wa Parahu'u (Waitii Barat – Tomia) and Mola Raya (Wangi-Wangi)
3. Seaweed: Waduri Prima (Waduri Village - Kaledupa)
4. Fish sauce: Putri Hondue (Kollo Soha Village – Tomia)
5. Fish cracker: Padatimu Toasoki (Kulati Village – Tomia)
6. Seaweed farming: Satu Hati Liya (Liya One Melangka – Wangi-Wangi)
7. Community-based tourism: Kapota (Wangi-Wangi)
8. Household-based food enterprise: Haka Moolu (Tampara, Kaledupa)
9. Approximately 50 community groups are supported or facilitated by the National Park authority through conservation partnerships, access arrangements, and assistance programmes
10. Other village-based livelihood groups

In addition to fisher groups and customary institutions, several community-based fish processing units (*Unit Pengolahan Ikan* – UPI) are active in Wakatobi, supporting value addition and household-level enterprises:

1. **UPI Bejo Makmur (Tomia Island)** – engaged in processing seaweed and mackerel products for local and regional markets.
2. **UPI Nomegeut (Tomia Island)** – produces processed seaweed products, salted-fish sambal, and pilus snacks, combining fisheries processing with household-based enterprises.
3. **UPI Lagundi (Wangi-Wangi Island)** – engaged in the production of ready-to-eat products such as fish floss (abon ANH), seaweed chips, and related products linked to seaweed cultivation.

These units represent community-led value addition initiatives that complement small-scale fisheries and aquaculture activities.

4.2.4 Private sector actors

Private sector actors observed in and around Wakatobi National Park are primarily linked to marine tourism and fisheries value chains.

1. **Tourism operators**, including **Wakatobi Dive Resort** and **Sombu Dive**, provide dive and marine tourism services and interact with park authorities and communities through tourism-related activities.
2. **Fisheries value-chain actors**, including co-operatives and traders, play a role in aggregating and marketing fisheries products:
 - Koperasi Paddaleang Sama operates as a cooperative collector for local fisheries products and has exported octopus to Japan 10x since 2024;
 - Langkesi Sentosa functions as a fisheries trader and intermediary;

- PT Prima Bahari Inti Lestari, based in Makassar, is a major seafood processor exporting octopus products to European and other international markets and is linked to octopus value chains originating from eastern Indonesia.
- PT Inti Jaya Bahari – operates as a fisheries trading company connecting fisheries products from Sulawesi to wider markets.
- PT Chen Woo Fishery – processes and exports fresh and frozen yellowfin tuna, snapper, grouper, and mahi-mahi, relevant to reef and demersal fisheries linked to Wakatobi.
- PT Kenndo Fisheries Indonesia – specialises in octopus fisheries development and marketing, with relevance to octopus value chains in eastern Indonesia.
- HSN Group – provides cold-chain logistics services, including reefer transport, cold storage, and integrated logistics for fisheries supply chains serving domestic and export markets.

These actors influence market access, pricing, and economic incentives for small-scale fishers operating around the National Park.

4.2.5 Development partners and supporting institutions

Development partners and supporting institutions provide technical, financial, and knowledge-based support for conservation and livelihoods in Wakatobi.

1. **International and national development partners** support marine conservation, community livelihoods, and capacity-building initiatives through government agencies and NGOs.
2. **Universitas Haluoleo** can contribute ecological and socio-economic research, monitoring, and technical inputs to management planning.
3. **Akademi Komunitas Kelautan dan Perikanan (AKKP) Wakatobi**, which is in Wangi-Wangi Island, is a vocational education institution in marine and fisheries management, with study programmes in marine conservation and marine ecotourism, supporting local human resource development relevant to MPA management and sustainable coastal livelihoods.
4. **Media and communication actors**, both local and national, support awareness-raising and dissemination of information related to conservation, tourism, and coastal development.

Engagement by development partners is largely project-based and implemented through collaboration with the National Park authority, local governments, and non-government organisations.

4.3 Stakeholder Mapping in Togean Islands National Park

Togean Islands National Park presents a more limited and dispersed stakeholder landscape compared to Wakatobi. This pattern was shared by several stakeholder groups and was consistent with field observations regarding its geographic remoteness, lower tourism intensity, and fewer long-term conservation and development interventions. Stakeholders observed at the site include government institutions, non-government actors, community and resource user groups, private sector actors, and development partners, with engagement primarily centered on protection, basic monitoring, and small-scale livelihood activities.

4.3.1 Government actors

Government involvement in Togean Islands National Park spans site, district, provincial, and national levels, with the National Park authority playing a central operational role.

1. **Balai Taman Nasional Kepulauan Togean** acts as the primary site-level authority, responsible for protection and surveillance, coordination of joint patrols with the Navy, water police, local police, and community members, ecosystem restoration activities (including coral transplantation of *Acropora togeanensis*), and periodic ecological monitoring. Fisheries data collection and routine monitoring were reported to have occurred in the past, although some activities have been constrained in recent years due to budget limitations.
2. **MoFor** provides policy oversight and technical guidance for National Park management through the Balai.
3. The **MMAF** is involved through coordination on coastal and small island management and fisheries-related data and programmes, including the role of the Agency for Quality Control and Fisheries Product Marketing (*Badan Peninjauan Mutu dan Pemasaran Hasil Perikanan*), which supports quality assurance, standards, and market access for fisheries products.
4. **Central Sulawesi Provincial Government** engages through multiple sectoral agencies:
 - the **Provincial Marine and Fisheries Office**, supporting marine surveillance and marine spatial planning programmes;
 - the **Provincial Tourism Office**, promoting marine and coastal tourism development;
 - the **Provincial Transportation Office**, supporting sea and land connectivity;
 - **Bappeda**, co-ordinating regional development planning and integration of conservation priorities; and
 - the **Provincial Investment and One-Stop Integrated Services Office (DPMPTSP)**, facilitating licensing and investment processes.

5. **BPSPL Makassar** (Coastal and Small Islands Management Unit) engages on matters related to coastal and small island management relevant to areas surrounding the National Park.
6. **Tojo Una-Una district government** plays an important role through multiple agencies:
 - **District Tourism Office**, supporting tourism development and promotion;
 - **District Fisheries Office**, responsible for fisheries data collection and fisher-related programmes;
 - **District Agriculture Office**, supporting land-based livelihoods and household farming activities;
 - **Bapperida (Regional Development Planning Agency)**, co-ordinating district development planning and serving as chair of the Togean Biosphere Reserve;
 - **Office for Community and Village Empowerment (PMD)**, supporting village-level governance and programmes;
 - **Office for Co-operatives**, supporting small-scale enterprises and co-operatives;
 - **District Transportation Office**, responsible for marine transportation routes and regular vessel operations relevant to the National Park area.
7. **Bina Marga (Public Works / Roads Agency)** is involved due to planned road access development in Wakai, which has implications for access and land-based infrastructure near the National Park.
8. **Balai Pelestarian Kebudayaan** is involved due to the presence of cultural heritage sites within the Togean area, including a site associated with a historical shipwreck designated as a religious or cultural zone, requiring coordination with the transportation authority regarding shipping lanes.
9. **Togean Tojo Una-Una Biosphere Reserve**, chaired by the district planning agency (Bapperida), exists as a co-ordination platform for conservation and development, although some government and park respondents reported that this forum needs to be reactivated. Furthermore, the National Park authority has expressed interest in revitalising this forum as a joint platform with local government and other stakeholders to enhance conservation programmes in the area.
10. **Village governments within and adjacent to National Park zonation** play an operational role in community facilitation, allocation of Village Funds (*Dana Desa*) for livelihood and small-scale conservation activities, support for community-based surveillance, and reinforcement of sustainable resource use through village regulations and local coordination.
11. **PT Angkasa Pura** operates and manages airport services that support air connectivity to and from the Togean region, playing an enabling role in tourism

flows, logistics, and regional accessibility linked to marine tourism and local economic activities.

4.3.2 Non-government actors

Non-government actors observed to be working or having previously engaged in TNKT include national and local organisations primarily involved in community facilitation, advocacy, and social-environmental initiatives:

1. **Japesda** – engaged in community-based environmental and development activities in the Togean area. They are helping the Kogito group to run community-based octopus conservation.
2. **Karsa Institute** – involved in research, advocacy, and community facilitation activities related to natural resource governance. They developed coral reef rehabilitation activities in Kabalutan Islands and Enam Island to support marine tourism in 2023.
3. **Perkumpulan Imunitas Sulawesi Tengah** – involved in disaster management, community development, and forest management.
4. **Peyarita Institute** – runs programmes aimed at creating environmental conservation, community empowerment, and tourism. They developed small-scale mangrove crab *Scylla serrata* fisheries management in Tumbulawa village in 2023. Unfortunately, the activity has stopped.

The presence and intensity of NGO engagement in Togean have varied over time and are often project-based.

4.3.3 Community and resource user groups

Community and resource user groups in Togean Islands National Park are primarily engaged in fisheries, limited aquaculture, and small-scale livelihood activities. The groups identified below reflect those observed during fieldwork and interviews and are illustrative rather than exhaustive¹⁰:

1. **Kogito** (Kadoda Village) functions as a community group engaged in local resource use and interaction with the national park authority.
2. **Wakatan Togean** is a community group currently developing household-based agricultural activities to support local livelihoods.
3. Approximately 20 agreements have been established between the national park authority and community groups, predominantly related to marine-based activities, including permits for floating net cages (KJA), traditional use arrangements for surveillance and protection, and utilisation of NTFP such as timber, sago, and palm sugar. Some groups are:

¹⁰ A complete registry of formal groups is maintained by the Balai Taman Nasional.

- Pasir Putih (coconut shell crafts, octopus sambal, fish floss) – Kadoda Village
- Musaamba’a Raya (VCO) – Loe Village, Walea Kepulauan
- Pesona Indah (fish floss) – Loe Village, Walea Kepulauan
- Tirai Madu Lembanato (curtain made of sago fronds) – Lembanato Village

Customary practices and beliefs related to the sea remain present in a limited form. While communities such as **Bobongko, Togean, and Bajo** are present, they are generally not formally recognised as a customary law group (*masyarakat hukum adat*). Among these, **Adat Bobongko** is reported to retain cultural norms related to marine stewardship¹¹. Although customary governance structures are less prominent than in other sites.

4.3.4 Private sector actors

Private sector engagement in Togean Islands National Park is limited.

1. **Togean Naturale**, a women’s enterprise that produces soap, body scrub, and virgin coconut oil. They support and empower local farmers, fostering economic growth within the Togean Islands community.
2. Tourism resorts, including **Sanctum** and **Pristine Resort** in the Una-Una area, operate as small-scale, mostly foreign-owned tourism enterprises, providing accommodation and marine tourism services.
3. PT Inti Jaya Bahari Luwuk operates as a fisheries trading company based in Luwuk, linking small-scale fisheries from Central Sulawesi to regional markets.
4. PT Chen Woo Fishery – a Makassar-based seafood processor producing fresh and frozen yellowfin tuna, snapper, grouper, and mahi-mahi relevant to demersal and reef-associated fisheries value chains linked to Togean.
5. PT Kenndo Fisheries Indonesia – a fisheries company in Makassar specialising in the development and marketing of octopus fishing grounds and octopus products meeting Japanese market standards, with relevance to octopus fisheries in eastern Indonesia.
6. HSN Group – provides integrated cold-chain logistics services, including reefer container transport by land and sea, cold storage facilities, and logistics support for fisheries supply chains across Indonesia and international markets.
7. PT Prima Bahari Inti Lestari – operates as a major seafood processor exporting octopus, shrimp, and demersal fish to international markets, linked to fisheries supply chains originating from eastern Indonesia.

¹¹ Languha, A. 2025. *Pengetahuan Tradisional dan Tradisi Pengobatan Mombolian: Masyarakat Adat Suku Bobongko di Kepulauan Togean Kabupaten Tojo Una-Una*. Kementerian Kebudayaan Republik Indonesia.

4.3.5 Development partners and supporting institutions

Development partners and supporting institutions play a limited but potentially strategic role in Togean.

1. **Australian Consulate General in Makassar** has been identified as a development partner with interest in the region, including engagement related to environmental and community initiatives.
2. **Universitas Tadulako** contributes academic engagement and research related to marine and coastal issues in Central Sulawesi.
3. **Universitas Hasanuddin** provides research and technical expertise related to marine science, fisheries, and coastal management.
4. **GIZ FORCLIME** maintains strong engagement in Central Sulawesi, particularly through its involvement in Lore Lindu National Park, which is designated as a UNESCO Biosphere Reserve (*Cagar Biosfer Lore Lindu*). This institutional experience in biosphere reserve governance and multi-stakeholder coordination presents potential opportunities for cross-learning and knowledge exchange

5. STAKEHOLDER ANALYSIS: ROLES, INTERESTS, INFLUENCE, AND INSTITUTIONAL RELATIONSHIPS

This chapter analyses the roles, interests, and influence of key stakeholders involved in the management and financing of MPAs, drawing on the institutional landscape outlined in Chapter 3 and the site-level field findings from TNW and TNKT presented in Chapter 4. The analysis moves beyond identification to examine how stakeholders interact within the MPA governance system, how decision-making power is distributed, and how institutional relationships shape implementation in practice.

The purpose of this chapter is to **prioritise stakeholders** based on their relevance to MPA management and financing and to identify patterns in institutional relationships that inform the engagement strategies and institutional arrangements proposed in Chapter 6.

5.1 Analytical Approach to Stakeholder Prioritisation

Stakeholder prioritisation in this study is conducted using an **interest–influence framework**, which assesses stakeholders based on two practical considerations:

- Interest: how much MPA outcomes matter to them
Interest is assessed based on how directly a stakeholder’s mandate, livelihood, or activities are affected by MPA management. Stakeholders are considered to have a higher interest where MPA rules, zoning, or management decisions influence their day-to-day work, income, responsibilities, or access to resources.
- Influence: how much they can affect what actually happens in practice.
Influence is assessed based on a stakeholder’s ability to shape decisions or implementation, including the ability to approve or block activities, control budgets or permits, enforce rules, or otherwise enable or constrain MPA management in practice.

Levels of interest and influence were determined by combining:

1. formal mandates and institutional roles;
2. observed roles and interactions during fieldwork; and
3. inputs from interviews, FGDs, and document review.

This framework allows stakeholders to be prioritised according to the type of engagement required, rather than by their formal status alone, and provides the basis for the engagement strategies presented in Chapter 6.

5.2 Interest–Influence Quadrant Framework

Based on the interest–influence assessment, stakeholders are grouped into four analytical quadrants:

1. **High influence – high interest:** stakeholders with significant decision-making power and strong stakes in MPA outcomes, requiring close engagement and active co-ordination.
2. **High influence – low interest:** stakeholders with authority or control over key resources but limited direct engagement with MPA objectives, requiring targeted engagement to align incentives.
3. **Low influence – high interest:** stakeholders are strongly affected by MPA management but have limited power to shape decisions, requiring empowerment, representation, and inclusive mechanisms.
4. **Low influence – low interest:** stakeholders with limited involvement or indirect relevance, requiring information-sharing and periodic engagement.

This quadrant-based framework provides a structured basis for determining **who should be engaged, how, and for what purpose**, forming the analytical bridge to the engagement strategies presented in Chapter 6. A more detailed analysis can be found in Appendices 2 and 3.

5.3 Overview of Stakeholder Roles and Institutional Relationships

5.3.1 *Wakatobi National Park*

In Wakatobi, stakeholder relationships are characterised by a **dense and relatively mature institutional landscape**, with frequent interaction between conservation authorities, local government agencies, NGOs, and community groups (Figure 1).

The **Balai Taman Nasional Wakatobi** plays a central coordinating role, particularly in patrol, enforcement, conservation partnerships, and engagement with community groups. Its interactions with the **Wakatobi District Government**—notably the Fisheries, Tourism, Cooperatives and SMEs, and Bappeda offices—are critical in translating conservation objectives into livelihood support, tourism development, and community programmes. Interest is not uniform across Offices but collectively remains high due to economic relevance. District-level agencies demonstrate both high interest and high influence, reflecting the strong dependence of the local economy on marine resources and tourism linked to the National Park.

At the provincial level, agencies such as the **Southeast Sulawesi Marine and Fisheries Office, Tourism Office, Bappeda**, and **DPMPTSP** influence MPA-related outcomes primarily through spatial planning, licensing, and sectoral coordination. While their engagement with site-level management is less continuous, provincial decisions significantly shape the operating environment for both conservation and investment. In summary, provincial interest is strategic rather than operational;

influence is indirect and exercised mainly through policy frameworks and programme co-ordination.

Non-government actors, including **YKAN, WWF, WCS, Blue Ventures, and Wakatobi Soea**, are actively embedded in the governance landscape. These organisations function as intermediaries, supporting community facilitation, fisheries management initiatives, livelihood pilots, and capacity building. Their influence is exercised through programme implementation and technical support rather than formal authority, but they play an important role in sustaining community engagement and innovation. Their role is consistent with co-management literature, which highlights the importance of bridging organisations that connect communities, government, and external actors while facilitating learning and cooperation (Berkes, 2009).

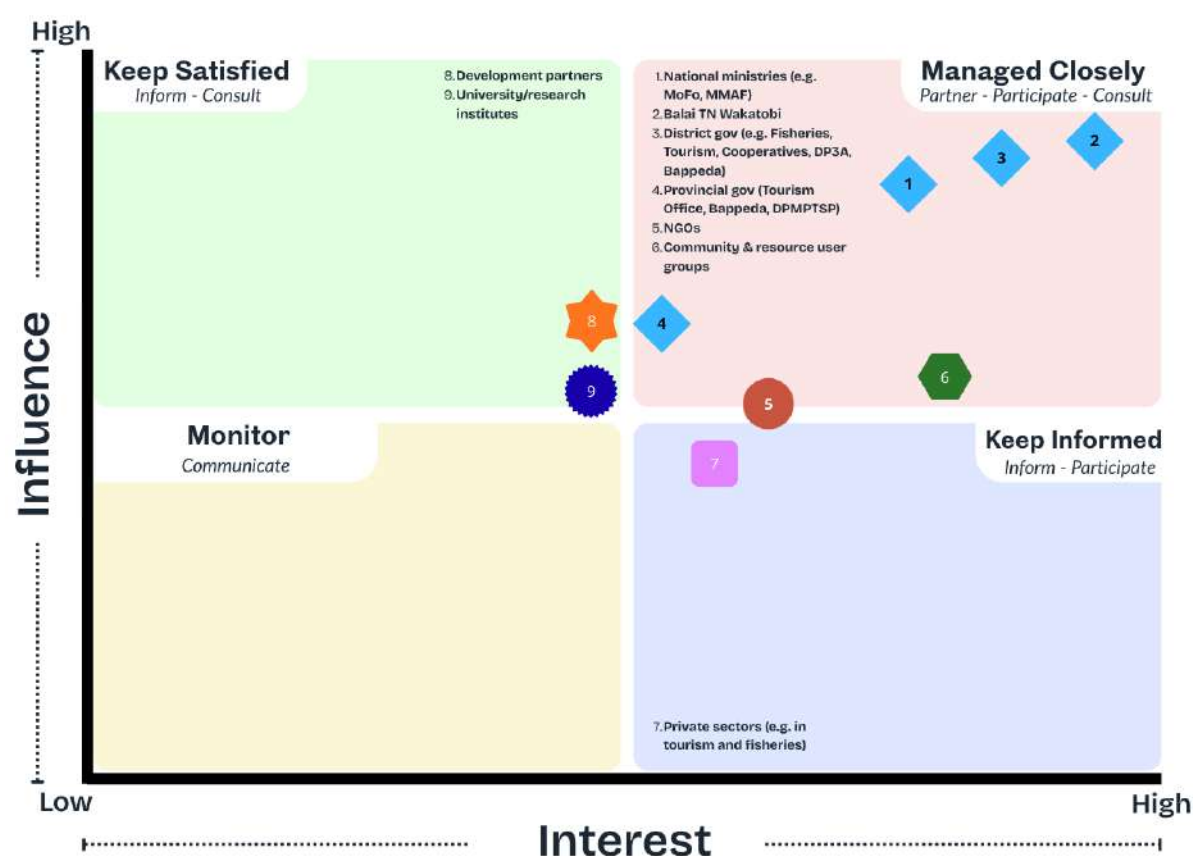


Figure 2. Interest–influence matrix of key stakeholder groups in Wakatobi National Park

Community and resource user groups, including fishers’ associations, women’s processing groups, co-operatives, tourism groups, and recognised customary institutions, show high interest and moderate operational influence. In Wakatobi, communities are relatively well organised and are engaged through multiple channels, including conservation partnerships, NGO-facilitated programmes, and district government initiatives. Influence exists locally (peer enforcement, *adat*, collective

action), but weak upward leverage. Although communities have limited influence over formal decision-making, their compliance behaviour and participation significantly affect management outcomes.

Private sector actors, particularly tourism operators and fisheries value-chain actors, interact with the MPA governance system primarily through market relationships rather than governance forums. Tourism operators rely heavily on ecosystem quality and access arrangements, while fisheries traders, processors, and logistics providers influence livelihood viability through pricing, aggregation, and cold-chain services.

Overall, Wakatobi exhibits **strong horizontal interaction at the local level**, supported by NGOs and district agencies, although coordination with provincial and national actors remains more episodic and sector-driven.

5.3.2 Togeian National Park

The **Balai Taman Nasional Kepulauan Togeian** remains the primary actor responsible for day-to-day management, including patrols, enforcement, monitoring, and conservation partnerships. However, its coordination with local government agencies is more limited, often constrained by budgetary gaps, geographic dispersion, and weak integration between conservation and development planning (Figure 2).

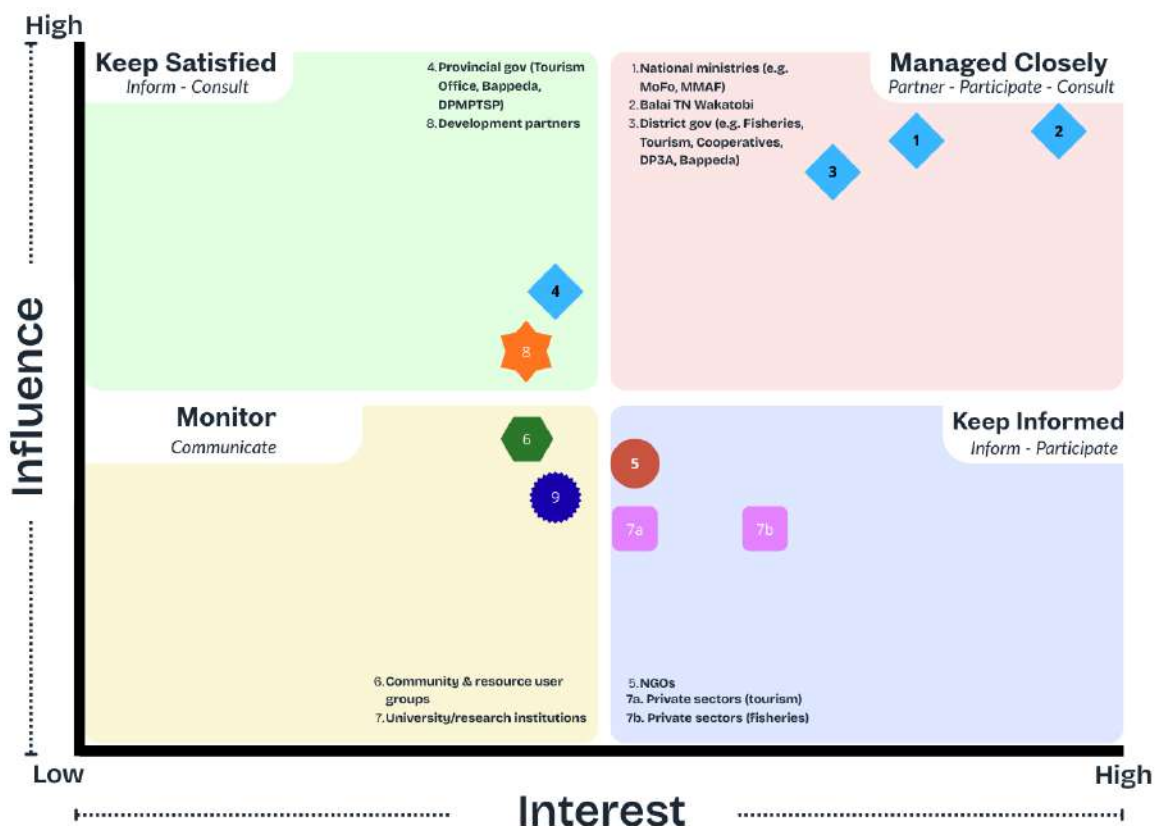


Figure 3. Interest–influence matrix of key stakeholder groups in Togeian Islands National Park

The **Tojo Una-Una District Government** holds high influence over local development outcomes through agencies such as Fisheries, Tourism, PMD, Co-operatives, and Bapperida. While district agencies play a central role in service delivery and community programmes, alignment between district development priorities and National Park management objectives is uneven, particularly in relation to livelihoods and compliance incentives.

Central Sulawesi provincial government involvement in Togean is comparatively lower and more sectoral. Provincial agencies engage through specific programmes or co-ordination mechanisms, but MPAs are one of several competing priorities, resulting in moderate interest and influence at the site level.

Non-government actors, including **Japesda, Imunitas, Peyarita Institute, and Karsa Institute**, have engaged intermittently in facilitation, advocacy, and community activities. Their presence has contributed to local capacity building, but engagement is often project-based and not consistently integrated into a broader governance framework.

Community and resource user groups in Togean exhibit more variable and, in many cases, generally lower interest in MPA. Many respondents show low compliance motivation, weak understanding of MPA rules, and a perception of MPA as a constraint, not a benefit. However, important exceptions were also observed. Several communities demonstrated practical support for conservation objectives through locally grounded actions, including temporary open–close systems for octopus fisheries, avoidance of destructive fishing practices such as bombing, and participation in community-based resource management initiatives. These examples suggest that while support for formal MPA institutions may be mixed, conservation-oriented behaviour can be stronger when linked to tangible livelihood benefits, local leadership, or community norms.

Communities remain heavily economically dependent on marine resources, but this dependence does not consistently translate into active engagement with or support for MPA objectives. Influence is therefore assessed as generally low due to the absence of formal decision-making roles, limited operational leverage, and weakened customary governance structures.

Private sector tourism actors operate at a small scale, resulting in moderate interest and influence, while **fisheries value-chain actors**—including traders and external processors—show high economic interest and moderate indirect influence through market access and pricing, despite minimal engagement with TN zoning or fishery policy.

Overall, Togean’s institutional relationships are characterised by **strong vertical authority but weak horizontal coordination**, with limited mechanisms to connect conservation objectives, livelihood development, and market actors coherently.

5.4 Stakeholder Readiness for Sustainable Livelihood and Financing Pathways

Building on the stakeholder role analysis (Section 5.3) and the interest–influence framework (Section 5.2), this subsection examines the relative readiness of key stakeholder groups in TNW and TNKT to engage in sustainable livelihood scaling and potential sustainable financing mechanisms.

The purpose of this assessment is not to rank performance between sites or groups, nor to prescribe specific financing models at this stage. Rather, it aims to identify governance and institutional readiness conditions that may influence the feasibility of sustainable livelihood and financing pathways explored in Output 3¹².

The assessment applies the staged criteria introduced in Output 1¹³, covering:

- Activity consistency
- Market engagement
- Financial management capacity
- Institutional structure
- Conservation compliance

Classification is indicative and based on field observations, interviews, and desktop studies. It does not replace formal registries maintained by the Balai Taman Nasional and is not exhaustive of all existing groups.

5.4.1 Wakatobi National Park

In Wakatobi, a number of groups demonstrate intermediate to advanced readiness. The primary constraint is not the absence of livelihood activity, but fragmentation, market instability, and limited institutional coordination between conservation, district development programmes, and private sector buyers. Governance alignment, rather than technical capacity alone, becomes the determining factor for scaling.

¹² Output 3 on the Integrated Report for Sustainable Financing and Livelihood Schemes is currently under development and will further elaborate financing pathways referenced in this section.

¹³ Output 1 on Policy and Governance Review of Marine National Parks in Indonesia: Insights from Wakatobi and Togean National Parks under ASEAN ENMAPS

Table 1. Indicative readiness of stakeholder groups – Wakatobi

Readiness Stage	Stakeholder Groups (Illustrative Examples)	Institutional & Market Characteristics	Governance Implication
Stage 3 – Advanced	Fisheries co-operatives with export linkages Established dive resorts Legally registered processing units with repeat buyers	Regular production; predictable transactions; basic bookkeeping; access to external markets; documented compliance with zoning	Potential candidates for conservation-linked financing mechanisms, structured buyer agreements, and compliance-based incentive schemes
Stage 2 – Intermediate	Registered MSME fish processing groups Octopus fisher groups with recurring buyers Seaweed groups with regular but unstable demand	Consistent activity but variable demand; basic records; partial compliance awareness; limited aggregation	Require strengthening in aggregation, quality control, financial systems, and stable buyer relationships before scaling
Stage 1 – Basic	Informal household processors Newly formed livelihood groups Individual/unaffiliated fishers	Irregular income; limited financial documentation; dependent on spot buyers; weak organisational structure	Require stabilisation, compliance orientation, and institutional strengthening prior to engagement with formal financing

Note: MSME = micro, small, and medium enterprises

5.4.2 Togean Islands National Park

Table 2. Indicative readiness of stakeholder groups – Togean

Readiness Stage	Stakeholder Groups (Illustrative Examples)	Institutional & Market Characteristics	Governance Implication
Stage 3 – Advanced	Selected small-scale tourism enterprises (where consistently operating)	Regular operations but small market scale; limited diversification	Potential for niche tourism-based livelihood support; limited basis for structured financing mechanisms
Stage 2 – Intermediate	Registered community groups with formal agreements (e.g., KJA, processing groups) Community-based octopus initiatives (where active)	Partial organisational structure; some compliance; irregular market engagement	Require stabilisation of production consistency and stronger compliance alignment before accessing external finance
Stage 1 – Basic	Individual fishers not formally organised Informal livelihood groups Household-level processing units	Seasonal income; limited records; weak perceived link between conservation and livelihood	Priority should be clarity of zoning, trust-building, and activity stabilisation before introducing financing models

Note: KJA = Keramba Jaring Apung (floating net cages)

In Togean, most groups fall within Stage 1–2 readiness. Institutional density and market integration are comparatively lower, and compliance motivations are often enforcement-driven rather than incentive-driven. Under these conditions, sustainable financing pathways must be sequenced carefully, with emphasis on institutional clarity and social legitimacy.

5.4.3 Cross-site observations on readiness and governance implications

The readiness profiles observed in Wakatobi and Togean reflect differences in institutional ecosystem, market integration, and horizontal co-ordination rather than differences in community capacity or commitment.

Wakatobi exhibits higher market density, stronger NGO presence, and more established value-chain linkages. As a result, a greater proportion of groups demonstrate intermediate to advanced readiness. The central governance challenge lies in coordination: aligning conservation rules, district livelihood programmes, and buyer incentives into coherent scaling pathways.

Togean presents a governance context characterised by strong vertical authority but weaker horizontal integration and lower market penetration. Most groups remain at basic or intermediate readiness stages. In this context, financing models cannot precede stabilisation; trust-building, clarity of rules, and gradual institutional strengthening are prerequisites for sustainable scaling. In this sense, readiness depends not only on market capacity, but also on the strength of local institutions, trust, and co-operative relationships (Berkes, 2009).

Importantly, these differences should not be interpreted as comparative performance rankings between sites. Rather, they reflect context-specific governance conditions that require differentiated engagement and sequencing strategies. Sustainable livelihood and financing mechanisms within the MPA should therefore be tailored to institutional maturity, compliance dynamics, and market ecosystems present at each site.

A list of illustrative groups aligned with these readiness categories will be further specified in Output 3 for pilot design considerations.

6. INSTITUTIONAL ENGAGEMENT STRATEGIES TO SUPPORT CO-ORDINATED AND EFFECTIVE MPA MANAGEMENT

This chapter outlines recommended engagement strategies to harmonise management efforts and guides appropriate institutional arrangements to support co-ordinated and effective implementation of the MPA network. Building on the stakeholder interest–influence analysis in Chapter 5 and the site-level findings in Chapter 4, the focus is on how existing institutional relationships function in practice, where gaps remain, and what realistic adjustments are needed.

Rather than proposing new co-ordination platforms or redistributing authority, the recommendations emphasise strengthening and systematising existing relationships, using the influence of key institutions to structure incentives and clarify roles for actors with high interest but limited decision-making power.

6.1 Using the Interest–Influence Analysis to Identify Institutional Gaps

The interest–influence analysis presented in Chapter 5 highlights that **patterns of interest and influence differ markedly between Wakatobi and Togean**, and that engagement strategies must therefore be **site-specific rather than uniform**.

In **Wakatobi**, high levels of interest are observed across a broad set of actors, including community groups, district government agencies, NGOs, and private sector actors linked to tourism and fisheries. The main institutional challenge is not mobilising interest, but ensuring that the influence of government institutions is used consistently to align conservation management, livelihood support, and market incentives.

In **Togean**, the pattern is different. Actors with formal authority—particularly Balai Taman Nasional and district government agencies—retain high influence over MPA management. However, interest in MPA outcomes among communities and resource users is generally low and uneven. Field interviews indicate that many community members do not clearly see how MPA rules benefit their livelihoods, and compliance is often driven by enforcement rather than by perceived value. Engagement strategies, therefore, need to focus first on making MPA management more understandable and relevant at the community level before expecting broader participation or partnership.

Accordingly, the engagement strategies outlined in the following sections focus on **different institutional priorities for each site**, while applying a common analytical logic: using existing influence to address site-specific constraints and to create more predictable relationships between conservation objectives, livelihoods, and implementation responsibilities.

6.2 Engagement Approaches

Different stakeholders require different forms and intensities of engagement depending on their mandates, level of influence, interest in MPA outcomes, and the

nature of their involvement in management and financing processes. In the context of MPA management, effective engagement is not defined by how inclusive or frequent interactions are, but by whether engagement is appropriate, legitimate, and capable of influencing behaviour and implementation in practice.

Accordingly, this study applies five engagement approaches, selected based on stakeholder positioning within the interest–influence framework and the realities of institutional practice in Indonesia. These approaches are not hierarchical or sequential; rather, they represent different modes of interaction suited to different stakeholder roles.

Partnership refers to a two-way engagement involving joint learning, decision-making, and action. In MPA management, partnership is appropriate where institutions share responsibility for outcomes, such as between National Park authorities and key government agencies. This approach anchors relationships around a common purpose and is used selectively with actors that have both high interest and high influence.

Participation is also a two-way engagement, but within clearly defined limits of responsibility. Participation is applied where stakeholders contribute to implementation or specific activities—such as community groups, NGOs, or local government units—without holding overall decision-making authority. In MPAs, participation is often linked to the delivery of tasks, facilitation roles, or stewardship activities tied to zoning and access arrangements.

Consultation represents a more limited two-way engagement. Stakeholders are engaged to provide information, views, or feedback through meetings or targeted discussions, but do not directly shape decisions beyond the scope of the consultation. This approach is appropriate for actors whose mandates intersect with MPA management at specific points, such as provincial agencies, development partners, or private sector actors whose activities may affect conservation outcomes.

Push communications involve one-way information sharing. This approach is used to convey rules, decisions, expectations, or updates to stakeholders who are not expected to influence decision-making directly. In MPA contexts, push communications are particularly important for ensuring clarity of zoning rules, compliance requirements, and permitted activities. Tools may include letters, notices, newsletters, posters, briefings, or media outputs.

Pull communications aim to draw stakeholders into engagement by building awareness, interest, and understanding over time. Rather than transmitting instructions, this approach creates opportunities for stakeholders—particularly communities and research institutions—to engage through learning, dialogue, and locally relevant information. In MPAs, pull communications are especially important in contexts where interest in conservation is low or uneven and where trust and relevance need to be rebuilt.

These engagement approaches are applied differently across stakeholder groups and sites. The following sections present site-specific engagement strategies for Wakatobi and Togean, identifying which approach is most appropriate for each stakeholder group and illustrating how these approaches can be operationalised using concrete communication tools and practices.

6.3 Applying the Engagement Approaches in Practice

Table 3 and Table 4 translate the interest–influence analysis into practical engagement approaches for Wakatobi and Togean. Rather than prescribing new coordination structures, the tables indicate how different stakeholder groups should be engaged and through what means, based on their role in MPA management and financing.

6.3.1 *Wakatobi National Park*

In **Wakatobi**, many stakeholders have both high-medium interest and high-medium influence, yet livelihood outcomes remain largely stagnant. Field findings show that while multiple livelihood programmes exist, most activities remain small-scale, fragmented, and highly dependent on project funding. Key constraints include **unstable market demand, weak aggregation of supply, inconsistent quality, and limited access to buyers willing to engage beyond short-term transactions**.

Accordingly, engagement strategies in Wakatobi should focus less on introducing new livelihood models and more on **fixing the points where livelihoods fail to scale**.

In the short to medium term, this means:

- **Concentrating support on fewer viable livelihood groups rather than spreading assistance thinly.**

District agencies and partners should prioritise groups that already demonstrate regular production (e.g., octopus, seaweed, basic processing) instead of continuously forming new groups. This creates the minimum volume and consistency required for market engagement.

- **Shifting NGO and partner engagement toward solving specific market problems.**

Rather than piloting new activities, NGOs should focus on:

- helping groups meet buyer requirements (quality, handling, packaging);
- supporting aggregation across villages or groups to meet volume thresholds; and
- facilitating repeated transactions with the same buyers to build trust and demand stability.

Success should be measured by **repeat sales**, not by the number of groups trained.

Table 3. Practical engagement approaches for Wakatobi National Park

Stakeholder Group	Key Actors (Examples)	Engagement Approach	Information / Engagement Tools	Core Message	Engagement Remarks
National Ministries & MPA Authorities	MoFor, MMAF, Balai TN Wakatobi	Partnership	Policy briefs; joint field visits; technical notes; exposure to national and regional MPA initiatives	Integrated conservation and livelihood management strengthens MPA effectiveness and local economies	Highest influence and interest. Continuous engagement is needed even outside active issues to maintain alignment and fast problem-solving capacity.
District Government Agencies	DKP, Tourism, Co-operatives and SMEs, Bappeda	Partnership/Participation	Joint planning notes; zoning summaries; beneficiary eligibility lists; co-ordination meetings tied to programmes	Livelihood and tourism programmes reinforce conservation when aligned with zoning and access rules	Already active actors. Engagement should focus on operational alignment, not new structures.
Provincial Government Agencies	DKP, Tourism Office, Bappeda, DPMPPTSP	Consultation	Formal letters; spatial planning inputs; licensing notes; targeted briefings	Provincial policies shape the operating environment for MPAs and investments	High interest but indirect influence. Engagement should be decision-triggered, not continuous.
NGOs	YKAN, WWF, WCS, Blue Ventures, Wakatobi Soea	Participation	Facilitation guidelines; shared workplans; learning exchanges; community feedback sessions	NGO facilitation supports government priorities and community compliance	NGOs have high interest but limited authority. Engagement should prevent parallel systems and reinforce government frameworks.
Community & Resource User Groups	Fishers' groups, women's groups, co-operatives, Pokdarwis, customary institutions	Participation/Pull Communications	Community newsletters; school activities; FGDs; participatory	Compliance and stewardship improve access to livelihood opportunities	High interest but moderate influence. Engagement should

Stakeholder Group	Key Actors (Examples)	Engagement Approach	Information / Engagement Tools	Core Message	Engagement Remarks
			monitoring; village discussions		link rules to benefits and everyday practices.
Private Sector (Tourism & Fisheries)	Dive operators, traders, processors, and logistics	Consultation / Push Communications	Permit conditions; quality standards; sourcing rules; inspections; briefings	Sustainable practices are required to maintain access and markets	Engagement is transactional and rule-based, not governance-oriented.
Development Partners	Donors, international programmes	Consultation	Project concept reviews; alignment notes; reporting briefs	Partner support should reinforce existing systems	Medium interest and influence. Engagement should limit fragmentation and short-term pilots.
Universities & Research Institutions	AKKP Wakatobi, national universities	Pull Communications	Research briefs; data-sharing requests; student fieldwork	Applied research supports management decisions	Interest exists, but influence is low. Engagement should remain problem-driven and practical.

Note:

AKKP = Akademi Komunitas Kelautan dan Perikanan
 DKP = Dinas Kelautan dan Perikanan
 DPMPPTSP = Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu
 FGD = focus group discussion
 MMAF = Ministry of Marine Affairs and Fisheries
 MoFor = Ministry of Forestry
 MPA = marine protected area
 NGO = non-governmental organisation
 WWF = World Wide Fund for Nature
 WCS = Wildlife Conservation Society
 YKAN = Yayasan Konservasi Alam Nusantara

Table 4. Practical engagement approaches for Togeian Islands National Park

Stakeholder Group	Key Actors (Examples)	Engagement Approach	Information / Engagement Tools	Core Message	Engagement Remarks
National Ministries & MPA Authorities	MoFor, MMAF, Balai TN Kepulauan Togeian	Partnership	Enforcement briefs; joint patrol reviews; technical notes; policy updates	Consistent enforcement and clear rules are the foundation of MPA management	Highest influence and interest. Engagement focuses on stabilising management rather than innovation.
District Government Agencies	Fisheries, Tourism, PMD, Co-operatives, Bapperida	Participation	Joint field visits; issue-based meetings; operational SOPs	Local development support must not undermine conservation rules	High influence but uneven interest. Engagement should be practical and problem-focused.
NGOs	Japesda, Imunitas, Peyarita Institute, Karsa Institute	Participation / Pull Communications	Community tabloids; school activities; informal discussions; listening sessions	Conservation relevance starts with understanding local realities	NGOs act as facilitators and trust-builders, not programme owners.
Private Sector (Fisheries)	Traders, buyers, processors	Consultation / Push Communications	Compliance notices; sourcing restrictions; inspections	Fishing practices must comply with MPA rules	High economic interest, indirect influence. Engagement is selective and enforcement-linked.
Provincial Government Agencies	DKP, sectoral offices	Consultation	Written inputs; notification letters; planning comments	Provincial actions should avoid conflicting with MPA objectives	Moderate interest and influence. Engagement should be minimal and targeted.
Development Partners	Donors, foreign missions	Consultation	Project alignment notes; briefings	External support should not fragment management	Engagement limited to project-specific interactions.
Private Sector (Tourism)	Small resorts, operators	Push Communications	Visitor rules; activity guidelines; inspections	Tourism activities must comply with zoning	Tourism interest exists but remains small-scale.
Community & Resource User Groups	Fishers, village groups	Pull Communications	School events; newsletters; temporary closure	MPAs matter when benefits are visible and understood; Effective fisheries	Low influence and uneven interest. Engagement

Stakeholder Group	Key Actors (Examples)	Engagement Approach	Information / Engagement Tools	Core Message	Engagement Remarks
			pilots; feedback discussions	management safeguards future livelihoods	prioritises awareness and trust-building.
Universities & Research Institutions	Tadulako, Hasanuddin	Pull Communications	Targeted research requests; short briefs	Research should respond to management needs	Engagement should be light, applied, and time- bound.

- **Using existing government programmes to support scale, not experimentation.** District fisheries, co-operative, and SME programmes should be used to:
 - strengthen co-operatives or aggregators that can consolidate production;
 - support basic infrastructure linked to market access (e.g. storage, transport, simple processing); and
 - reduce transaction costs for groups already operating within National Park rules.

Gradually shifting away from project-financed livelihoods toward predictable revenue streams. Engagement with private sector actors should aim to establish:

- regular purchasing arrangements,
- clearer price expectations, and
- longer-term relationships that reduce dependence on short-term projects.

In this context, partnership and participation approaches are used **not to increase co-ordination**, but to **re-orient existing influence towards resolving market access, demand stability, and financing constraints** that currently limit livelihood outcomes in Wakatobi.

6.3.2 Togean Islands National Park

In **Togean**, the engagement challenge is fundamentally different from Wakatobi. Field findings indicate that while Balai Taman Nasional and district government agencies retain high influence over MPA management, **community interest in MPA outcomes is generally low and uneven**. Many communities perceive the National Park primarily as a source of restrictions, with limited visible links between conservation rules and livelihood benefits. As a result, compliance is often driven by enforcement presence rather than by understanding or perceived value.

Accordingly, engagement strategies in Togean should prioritise **restoring relevance and basic functional linkages**, rather than attempting to scale livelihoods or introduce complex partnerships.

In the short to medium term, this means:

- **Focusing engagement on clarity and consistency before participation.** Balai TN should prioritise clear, repeated communication of zoning rules, permitted activities, and enforcement expectations through simple and consistent messages. Engagement should accompany patrols and field interactions, ensuring that rules are explained in plain language rather than assumed to be understood.
- **Using awareness-building and listening as primary engagement tools.** Rather than formal consultations, engagement should emphasise:

- informal conversations with fishers and village residents about declining catches, poaching by outsiders, and day-to-day challenges;
- school-based activities, community events, or simple newsletters to introduce biodiversity values and the purpose of protection; and
- visual or story-based communication that resonates with local experience.

These actions are aimed at rebuilding trust and relevance, not immediate behaviour change.

- **Introducing small, low-risk learning measures instead of full livelihood programmes.**

Where conditions allow, Balai TN can pilot **temporary or limited fisheries measures** (e.g. short-term closures in selected areas) as learning tools. These should be accompanied by:

- simple observation of outcomes,
- feedback discussions with communities, and
- visible sharing of results.

The objective is to demonstrate cause–effect relationships, not to institutionalise new systems prematurely.

- **Avoiding overreliance on NGOs to deliver outcomes the system cannot yet absorb.**

NGO engagement in Togean should focus on facilitation, awareness, and trust-building, rather than introducing new livelihood models or market interventions. Without sufficient community interest and institutional readiness, such interventions risk creating short-lived expectations rather than sustainable change.

- **Maintaining a strong enforcement backbone while gradually expanding engagement.**

Enforcement remains necessary in Togean and should not be diluted. Engagement efforts are intended to **complement enforcement**, not replace it, by gradually increasing understanding and reducing resistance over time.

- In this context, push and pull communication approaches are more appropriate than participation or partnership. Engagement is sequenced deliberately: **first clarity and relevance, then learning, and only later—where conditions permit—more structured involvement.**

This approach reflects the interest–influence findings from Chapter 5 and provides a realistic pathway for improving compliance and management effectiveness in Togean.

6.4. Practical Institutional Mechanism to Support Harmonised Implementation

While the engagement strategies outlined above focus on how individual stakeholders should be engaged, there remains a need for a **light institutional mechanism** to translate conservation mandates into coherent livelihood, knowledge, and investment outcomes across both National Parks. This need is particularly evident in contexts where multiple actors operate in parallel, but without a shared operational reference.

Rather than proposing new co-ordination bodies or regulatory changes, this study builds on existing arrangements to support **practical institutional harmonisation** through shared outputs and functions.

In **Togean Islands National Park**, an existing multi-stakeholder forum linked to the Togean Biosphere Reserve¹⁴ provides an appropriate entry point. Although the forum has been underutilised in recent years, it offers a recognised structure that can be reactivated to support implementation-focused co-ordination without altering institutional mandates.

In **Wakatobi National Park**, where no equivalent forum exists, similar functions can be embedded through a **light, task-oriented arrangement** aligned with existing planning and co-ordination practices at district and National Park level.

Across both sites, the purpose of this mechanism is not to create a standing co-ordination platform, but to produce a small number of **shared, actionable outputs**, including:

1. A simple spatial and thematic reference map that:
 - identifies areas suitable for livelihood development, research, and pilot activities within the broader conservation landscape;
 - aligns opportunities with existing zoning and conservation objectives; and
 - serves as a shared reference for government agencies, partners, and research institutions.
2. A concise, implementation-focused 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 programmes and partner support; and
 - clarifies operational roles of the National Park authority, sub-national governments, and partners.

¹⁴ 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

3. A registry of ongoing and proposed activities that:
 - lists livelihood initiatives, research activities, and pilot projects linked to the National Park;
 - highlights overlaps, gaps, and opportunities for scaling; and
 - supports documentation and sharing of lessons learned.
4. A packaging function for external support and investment, enabling priority initiatives to be:
 - prepared for submission to national programmes, development partners, corporate social responsibility schemes, and research funders; and
 - aligned with National Park objectives and sub-national development priorities.

Importantly, this approach does not require new regulations or institutional restructuring. In Togean, it can be implemented by **activating and refocusing the existing forum**; in Wakatobi, by **assigning these functions within existing planning and co-ordination processes**. By focusing on shared outputs rather than formal co-ordination, this mechanism provides a realistic pathway to strengthen institutional coherence, reduce fragmentation, and support more effective implementation of MPA management, livelihoods, and financing objectives.

This emphasis on co-ordination is consistent with broader MPA financing literature, which notes that sustained funding depends not only on the number of resources available, but also on effective collaboration between funding providers, implementing agencies, and site-level managers. Studies have highlighted that weak co-ordination, regulatory gaps, or poorly aligned allocation systems can reduce management effectiveness even where funding is available (Bohorquez et al., 2022; Sari, Zakaria, and Novarino, 2016). Indonesian evidence has similarly suggested that higher expenditure does not automatically translate into stronger ecological outcomes, underscoring the importance of strategic and well-managed financing systems (Fadillah et al., 2025).

REFERENCES

- Berkes, F. (2009). Evolution of co-management: Role of knowledge generation, bridging organizations and social learning. *Journal of Environmental Management*, 90(5), 1692–1702. <https://doi.org/10.1016/j.jenvman.2008.12.001>
- Bohorquez J. J., Dvaskas, A., Jacquet, J., Sumaila, U.R., Nye J., & Pikitch E. K. (2022) A new tool to evaluate, improve, and sustain marine protected area financing built on a comprehensive review of finance sources and instruments. *Frontiers in Marine Science*, 8, 742846. <https://doi.org/10.3389/fmars.2021.742846>
- Clifton, J. (2003). Prospects for co-management in Indonesia's marine protected areas. *Marine Policy* 27(5), 389-395
- Fadillah, R., Adrianto, L., & Effendi, H. (2025). Funding gap for national marine protected area management in Indonesia: an opportunity for blue financing. *Aquaculture, Aquarium, Conservation & Legislation*, 18(6), 2572-2581.
- Jompa, J., Putri, A.P., Moore, A. M., Tamti, H., & Haerani, S. (2023). The transference of marine protected area management authority in Indonesia: Problems encountered, consequences and ways to move forward. *Marine Policy*, 155, 105756. <https://doi.org/10.1016/j.marpol.2023.105756>
- Languha, A. 2025. *Pengetahuan tradisional dan tradisi pengobatan mombolian: Masyarakat adat suku Bobongko di Kepulauan Togean kabupaten Tojo Una-Una*. Kementerian Kebudayaan Republik Indonesia.
- Reed, M.S., Graves, A., Dandy, N., Posthumus, H., Hubacek, K., Morris, J., Prell, C., Quinn, C. H., & Stringer, L. C. (2009). Who's in and why? A typology of stakeholder analysis methods for natural resource management. *Journal of Environmental Management*, 90(5), 1933–1949. <https://doi.org/10.1016/j.jenvman.2009.01.001>
- Sari D., Zakaria I. J., Novarino W., (2016) Management of Lubuk Larangan as a marine conservation effort in Rantau Pandan village, Bungo District, Jambi. *Dinamika Lingkungan Indonesia*, 3(1), 9-15. (In Bahasa Indonesia)
- White, C. M., Mangubhai, S., Rumetna, L., & Brooks, C. M. (2022). The bridging role of non-governmental organizations in the planning, adoption, and management of the marine protected area network in Raja Ampat, Indonesia. *Marine Policy*, 141, 105095. <https://doi.org/10.1016/j.marpol.2022.105095>

APPENDICES

Table 1. Key stakeholder groups involved in MPA management in Indonesia, outlining formal mandates, functional roles, and regulatory responsibilities

Regulation	Primary Institutions	Core Mandated Roles	Relevance to MPA Governance & Financing
Law No. 32/2014 on Marine Affairs	National ministries; provincial governments	Marine governance, co-ordination, and marine space utilisation	Establishes national authority over marine governance and provides the basis for integrated marine management, including MPAs
Law No. 5/1990 on Conservation of Living Natural Resources and Their Ecosystems	Ministry of Environment and Forestry; National Park authorities	Designation and management of conservation areas	Core legal basis for National Parks with marine zones and conservation objectives
Law No. 31/2004 on Fisheries (as amended)	Ministry of Marine Affairs and Fisheries; subnational fisheries agencies	Fisheries management and sustainable use	Links fisheries management to conservation objectives and community livelihoods
Law No. 27/2007 on Coastal Areas and Small Islands (as amended by Law No. 1/2014)	Provincial governments; relevant national agencies	Coastal and marine spatial planning	Mandates integration of MPAs into marine and coastal spatial plans
Law No. 23/2014 on Regional Government	Provincial and district governments	Decentralised governance and service delivery	Defines division of authority between national and subnational levels affecting MPA implementation
Government Regulation No. 60/2007 on Fish Resources Conservation	MMAF; provincial governments	Conservation of fish resources, including MPAs	Provides technical basis for fisheries-related MPAs and conservation measures
Minister of Marine Affairs and Fisheries Regulation No. 31/2020	MMAF; provincial governments	Management of Marine Protected Areas	Specifies governance, planning, and management requirements for MPAs under MMAF
Minister of Environment and Forestry Regulation No. P.85/2018	National Park authorities	Management of nature conservation areas	Operational guidance for zoning, planning, and management of National Parks
Minister of Environment and Forestry Regulation No. P.44/2017	National Park authorities; local governments	Community empowerment around conservation areas	Provides legal basis for community participation and livelihood support
Law No. 7/2016 on Protection and Empowerment of Fishers	MMAF; local governments	Protection and empowerment of small-scale fishers	Supports livelihood and social protection objectives linked to MPAs
Minister of Environment and Forestry Regulation No. 14/2023	MOFO; National Park authorities	Settlement of activities in conservation areas	Relevant for managing existing uses and resolving tenure-related issues

Table 2. Overview of stakeholder interest–influence positioning in Wakatobi National Park

Stakeholder Group	Key Actor / Office	Role in MPA	Interest	Influence	Financial Link	Engagement Mode
National – Forestry	Ministry of Forestry (MoFo)	Legal authority over National Parks; zoning approval; DIPA allocation; enforcement framework	High – conservation targets, regulatory compliance	High – final authority over park governance and budget allocation	Controls DIPA allocation; determines reallocation of PNPB revenues	Strategic Partnership
National – Fisheries	Ministry of Marine Affairs and Fisheries (MMAF)	Fisheries regulation; licensing standards; quality control; national fisheries policy	High – sustainable fisheries performance and compliance	High – regulatory authority over fisheries activities and quality standards	Licensing authority; influences market access and certification	Partnership / Sectoral Co-ordination
National – Fisheries Quality Agency	MMAF Quality & Marketing Agency	Standards, traceability, fish quality certification	Medium–High – market competitiveness and compliance	Medium – regulatory leverage via certification	Influences export eligibility and value-chain access	Consultation / Technical Co-ordination
MPA Authority	Balai TN Wakatobi	Daily management; zoning enforcement; tourism fee collection; community partnership	High – operational stability and compliance	High – direct authority within park boundaries	Collects PNPB tourism fees; dependent on MoFo budget approval	Core Partnership
Provincial – Fisheries	Provincial DKP	Provincial marine spatial planning; co-ordination of fisheries policy; licensing alignment	High – fisheries sustainability and MSP alignment	Medium – co-ordination and planning influence	Indirect programme funding; alignment with provincial fisheries programmes	Consultation / Planning Participation

Stakeholder Group	Key Actor / Office	Role in MPA	Interest	Influence	Financial Link	Engagement Mode
Provincial – Tourism	Provincial Tourism Office	Tourism promotion; branding; investment co-ordination	High – tourism growth and destination development	Medium – influence via promotion and investment facilitation	Influences tourism revenue flows and investor interest	Consultation
Provincial – Planning	Provincial Bappeda	Development planning; budget co-ordination; integration of marine priorities	Medium–High – alignment with RPJMD	Medium – planning and budgeting leverage	Indirect financial planning influence	Consultation
Provincial – Investment & Licensing	DPMP TSP (Province)	Investment licensing; business permits	Medium – investment facilitation	Medium – gatekeeping role for larger investments	Controls approval of major tourism/fisheries investments	Consultation
District – Fisheries Office	Wakatobi Fisheries Office	Livelihood support; fisher group facilitation; equipment programmes	High – income generation and fisheries productivity	High – direct access to community programmes and budget	Controls APBD-funded livelihood support; equipment distribution	Partnership / Participation
District – Tourism Office	Wakatobi Tourism Office	Tourism development; local promotion; co-ordination with operators	High – tourism income and employment	High – local licensing and event programming	Influences local tourism revenue ecosystem	Partnership
District – Co-operatives & MSME Office	District Co-operatives/UMKM Office	Registration of co-operatives; MSME support; training	High – MSME growth	High – access to co-operative registration and support schemes	Controls MSME assistance programmes and credit facilitation	Participation / Structured Collaboration
District – Gender & Social Affairs	DP3A (Women & Child Protection)	Women empowerment programmes;	Medium–High – women economic inclusion	Medium – programmatic influence	Controls gender-targeted livelihood funding	Participation

Stakeholder Group	Key Actor / Office	Role in MPA	Interest	Influence	Financial Link	Engagement Mode
		gender mainstreaming				
District – Planning	District Bappeda	District-level planning and budgeting	High – economic development and fiscal allocation	High – budget allocation power	Controls APBD planning envelope	Strategic Partnership
Community – Fishers	Small-scale fishers (organised & individual)	Resource harvesting; compliance with zoning; primary beneficiaries	High – direct livelihood dependence	Medium (collective); Low (individual)	Direct income from fisheries; dependent on traders	Participation / Incentive-based engagement
Community – Women's Groups	Women processors; savings groups	Fish processing; value addition; household income diversification	High – income stability	Low–Medium – limited formal authority	Beneficiaries of livelihood grants; dependent on buyer networks	Participation
Community – Co-operatives	Fisheries co-operatives	Aggregation; marketing; input distribution	High – income and market stability	Medium – collective bargaining leverage	Access to formal credit; market linkage node	Structured Collaboration
Community – Tourism Groups	Pokdarwis	Local tourism services; visitor support	High – tourism-based income	Medium – operational influence	Direct beneficiaries of tourism spending	Participation
Community – Adat Institutions	Masyarakat Hukum Adat	Customary norms; local legitimacy; informal rule enforcement	High – cultural recognition and resource rights	Informal Medium–High – social legitimacy	Indirect influence on compliance and access norms	Participation / Customary Partnership
Private Sector – Tourism	Dive operators; resorts	Tourism services; employment; conservation branding	High – ecosystem quality dependency	Medium – economic leverage and visibility	Pay PNPB; generate local employment and CSR potential	Strategic Consultation
Private Sector – Fisheries Value Chain	Traders; processors; exporters	Aggregation; pricing; market access	High – profit and supply stability	Medium–High – informal price-setting power	Market gatekeepers; control cash flow to fishers	Structured Consultation

Stakeholder Group	Key Actor / Office	Role in MPA	Interest	Influence	Financial Link	Engagement Mode
V NGOs	YKAN, WWF, WCS, Blue Ventures, Wakatobi Soea	Facilitation; pilot projects; technical support; community strengthening	High – conservation outcomes	Medium – influence through funding and data	Provide catalytic grants and technical funding	Partnership
Development Partners	Donors, foundations	Funding; technical advisory; convening	Medium – programmatic outcomes	Medium – funding leverage	Provide project-based finance	Strategic Partnership
Research Institutions	AKKP Wakatobi; universities	Research; monitoring; capacity building	Medium – scientific relevance	Low – advisory only	Research grants; technical inputs	Consultation

Table 3. Overview of stakeholder interest–influence positioning – Togeian Islands National Park

Stakeholder Group	Key Actor / Office	Role in MPA	Interest	Influence	Financial Link	Engagement Mode
National – Forestry	Ministry of Forestry (MoFo)	Legal authority over National Park designation; zoning framework; DIPA allocation	High	High	Controls DIPA allocation; oversight of PNB	Strategic Partnership
National – Fisheries	Ministry of Marine Affairs and Fisheries (MMAF)	Fisheries regulation; licensing; coastal governance	High	High	Licensing authority; regulatory gatekeeper for fisheries	Sectoral Co-ordination
MPA Authority	Balai TN Kepulauan Togeian	Zoning enforcement; patrol; monitoring; partnerships	High	High	Collects PNB tourism fees; dependent on central budget	Core Partnership
District Government	Tojo Una-Una District Government (Fisheries, Tourism, PMD, Bapperida)	Local development planning; livelihood programmes; village fund alignment	High	High	Controls APBD and village development programming	Strategic Partnership
Provincial Government	Provincial DKP, Bappeda, sectoral agencies	Policy co-ordination; alignment with provincial programmes	Moderate	High	Indirect financial influence via provincial programmes and licensing	Inform – Consult
Development Partners	Australian Consulate; selected programmes	Diplomatic engagement; technical assistance; programme support	Moderate	High	Provide catalytic funding and technical inputs	Inform – Consult
NGOs	Japesda, Imunitas, Peyarita Institute, Karsa Institute	Community facilitation; advocacy; local engagement	High	Low	Project-based grants; facilitation support only	Inform – Participate
Private Sector – Tourism	Small-scale resorts; operators	Tourism services; visitor management	High	Low	Tourism revenue; small-scale local employment	Inform – Participate
Private Sector – Fisheries	Traders; collectors; processors	Aggregation; pricing; supply chain control	High	Low–Moderate (informal)	Market gatekeepers; control cash flow to fishers	Inform – Participate

Stakeholder Group	Key Actor / Office	Role in MPA	Interest	Influence	Financial Link	Engagement Mode
Community & Resource User Groups	Fishers; Bobongko; Bajo; women's groups	Resource harvesting; small-scale processing; informal norms	Low–Moderate	Low	Direct livelihood dependence; limited access to formal financing	Communicate / Monitor
Universities & Research Institutions	Universitas Tadulako; Universitas Hasanuddin	Research; monitoring; surveys	Low–Moderate	Low	Research grants only; advisory input	Communicate / Monitor

