

# LESSON LEARNED ON GOVERNANCE OF NATIONAL PARKS IN INDONESIA

**Results of Self Assessment by Fifty Head of National Parks in Indonesia  
Using IUCN Governance Guidelines on Protected Areas**

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## INTRODUCTION

Ever since the government of Indonesia established the protected area systems in the early 1980's<sup>1</sup>, the Ministry of Forestry or the then Directorate General of Forestry, has been entrusted as a single management authority to manage the areas. The areas and the issues of conservation and protected areas also gradually expanded to coastal and marine ecosystems as well as marine species creating whopping task and responsibility of the Ministry to deal with terrestrial and marine issues.

Over the period, consistent and untiring efforts had been invested in finding the right avenue to deal with the issues of management of protected areas. In the early 2000's the Ministry has adopted the idea of share-governance in managing the national park by allowing local community in Kayan Mentarang<sup>2</sup> and Bunaken National Park to involve with the Park's management and followed by the policy for letting the company and civil society to also embrace the with the management of Komodo National Park<sup>3</sup>.

While the business of marine conservation has been gradually handed over to Ministry of Marine Affair and Fisheries, the issues of governance of protected areas appear to be persisting and demanding to be adjusted to meet with the current situation. In the effort to find the right governance direction and model suit with the country, the Ministry of Forestry in cooperation with GIZ Forestry-Indonesia has organized a work to assess the existing type of governance of all fifty national parks in Indonesia.

The objective of this activity is mainly to figure out the current model of national parks' governance in Indonesia as a ground, feedback and contribution for further recommendation on governance policy adjustment and development in Indonesia.

## METHOD AND ANALYSIS

While recognizing that the Government of Indonesia through the Ministry of Empowerment of Government Officer has issued the standard and criteria of Good Governance, for the purpose of this activity, the IUCN Guidelines for governance of protected areas (IUCN 2012) was applied, mainly to explore whether the guideline is applicable to Indonesian condition.

In order to facilitate the activity, using the IUCN Guideline, a set of questionnaire on governance was developed and distributed to heads of fifty national parks during the coordination meeting of protected areas in Jakarta on 25 June 2014. Although there was a considerable thought that bias of this study may be significant due the self-assessment method, to prevent further bias the issues on accountability was not addressed in the questionnaires.

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<sup>1</sup> Keputusan Menteri Pertanian No. 681/Kpts/Um/1981 tentang Kriteria Penentuan Kawasan Suaka Alam dan Pengelolaan Kawasan Suaka Alam

<sup>2</sup> Keputusan Menteri Kehutanan No. 282/II/PIK-1/2002 tentang Kolaborasi Pengelolaan di Taman Nasional Kayan Mentarang dan Pembentukan Dewan Penentu Kebijakan Taman Nasional Kayan Mentarang

<sup>3</sup> Peraturan Menteri Kehutanan No. P.19/Menhut-II/2004 Tentang Kolaborasi Pengelolaan Kawasan Suaka Alam dan Pelestarian Alam

In line with the IUCN methods, the responses were grouped into seven governance categories, namely legitimacy, support and voice, direction, performance, fairness and respects, right and responsibility, and benefit sharing. The answers were given scores from 0 (no-idea) to 4 (excellent). With that criteria, should a park has excellent score for each governance category, the park would get a maximum score of 28. Graphics are presented to illustrate the means of scores of seven governance categories of fifty national parks and the score of each category of governance of the parks.

The results are presented in two stages. The first is showing the total scores of the seven governance components depicted in the questioners obtained by the national park while the second illustrates the score of each governance component.

## GOVERNANCE SCORES OF NATIONAL PARK

In accordance to the guidelines and the total score line from seven governance categories, it appears that Wakatobi National Park is achieving the best score in performing good governance, followed by Kalimutu National Park. On the contrary, Meru Betiri and Togean National Park are the lowest scores among all national parks (Fig. 1).

### **Legitimacy**

The legitimacy of national parks which reflected by significant support from the stakeholders is best achieved by Merapi National Park in Central Java and followed by Laiwangi Manggamedi National Park of Sumba Island. On the other hand, Togean and Sebangau National Park received the lowest legitimacy of the parks in the country (Fig. 2).

### **Support and Voice**

The support and voice are defined as active engagement and maintain dialogue with the park' stakeholders. In this area, Bromo Tengger National indicates the highest score while Kutai National Park appears to obtain the lowest one (Fig. 3).

### **Direction**

Direction is defined as consistent with the agreed strategic vision and plan as well as clear policy direction. In this aspect Tanjung Puting and Wakatobi National Parks show the highest scores while Karimunjawa dan Kerinci Seblat indicate problems in the area of direction (Fig. 4).

### **Performance**

Performance is defined as effective and efficient management as well as Responsive to the needs of right holders and stakeholders. On this issues it suggest that Wakatobi National Park reached the highest score while Manusela National Park posted at the lowest score (Fig. 5).

### **Fairness and Respect**

Fairness is defined as fairness in taking decision while respect is defined as respect to legal or customary, collective or individual right on land, water and natural resources. In this aspect, Bunaken National Park shows the highest score while Merubetiri National Park indicates the lowest score (Fig. 6).

### **Right and Responsibility**

Right and responsibility is defined as ensuring clear and appropriate sharing of roles, responsibility and reporting to the stakeholders. In this regards, Kalimutu National Park indicates the highest score as opposed to Bukit Dua Belas National Park in the bottom scores (Fig. 7).

### **Benefit-Sharing**

Benefit sharing is defined as promoting social sustainability and resilience to the local community in and around the park. In this aspect it shows that Karimun Jawa National performs the highest score while Kayan Mentarang has the lowest score (Fig. 8).

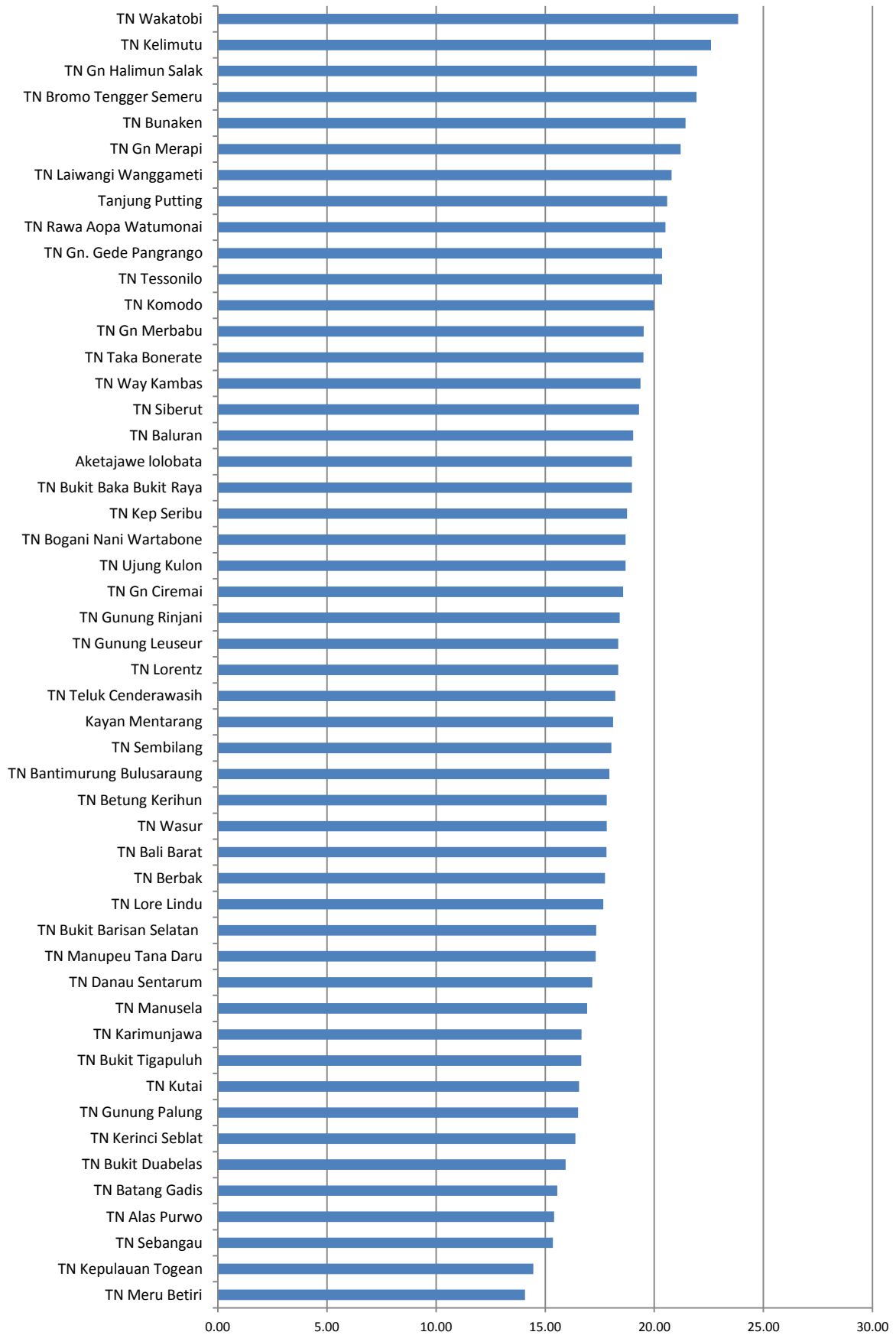


Figure 1. The governance score for fifty national parks in Indonesia.

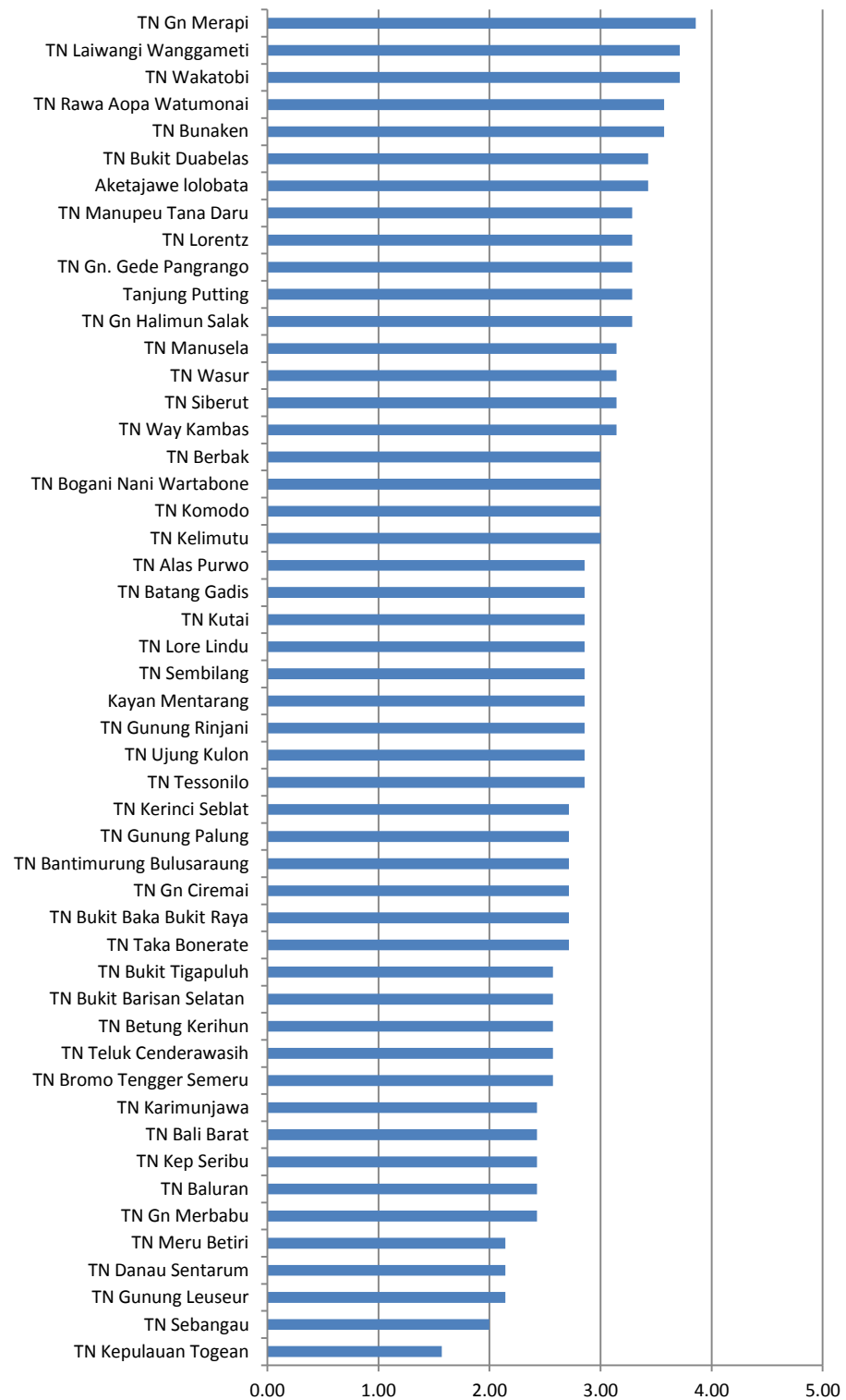


Figure 2. The score of legitimacy for fifty national parks in Indonesia.

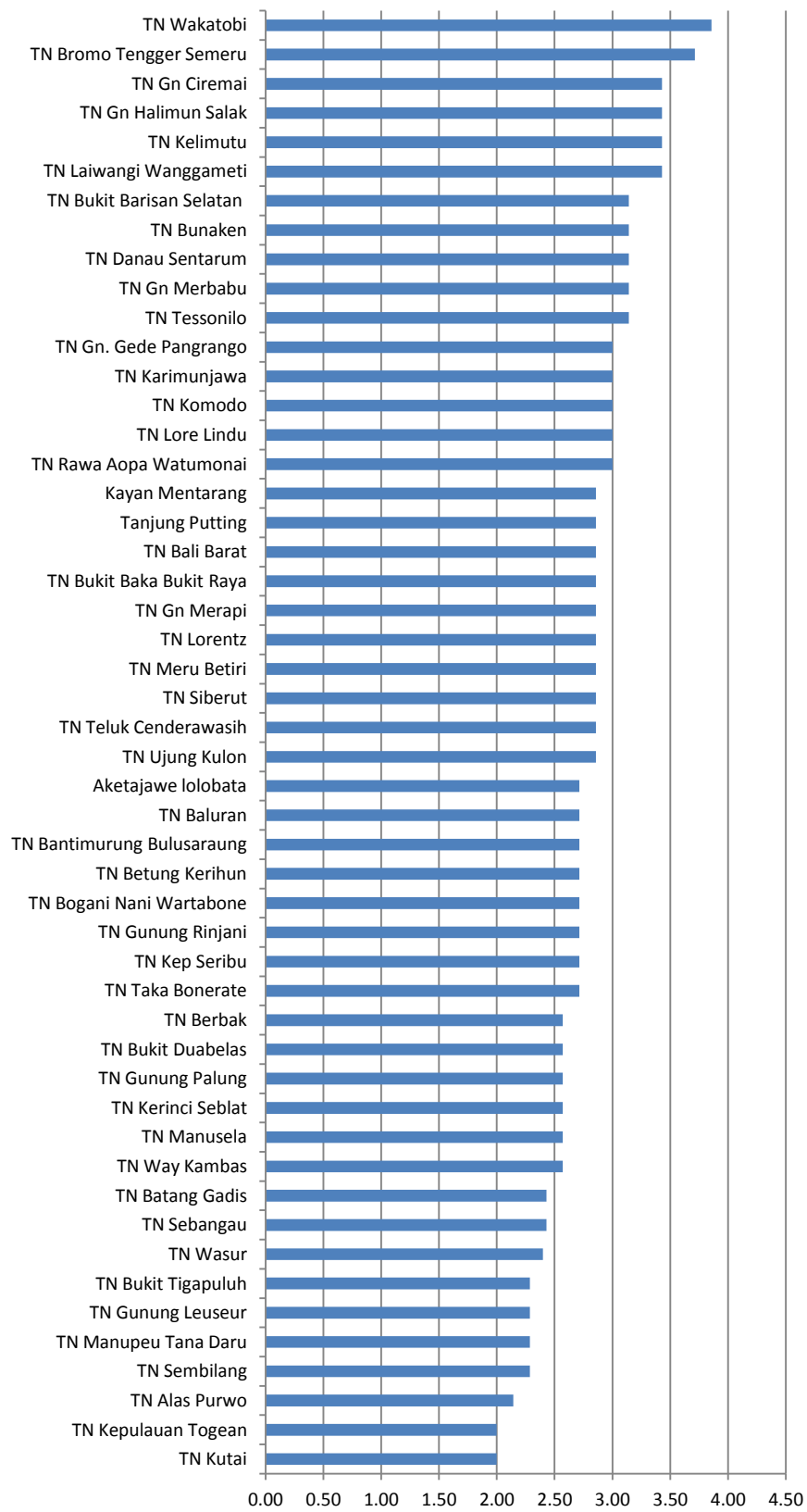


Figure 3. The score of support and voice of fifty national parks in Indonesia.

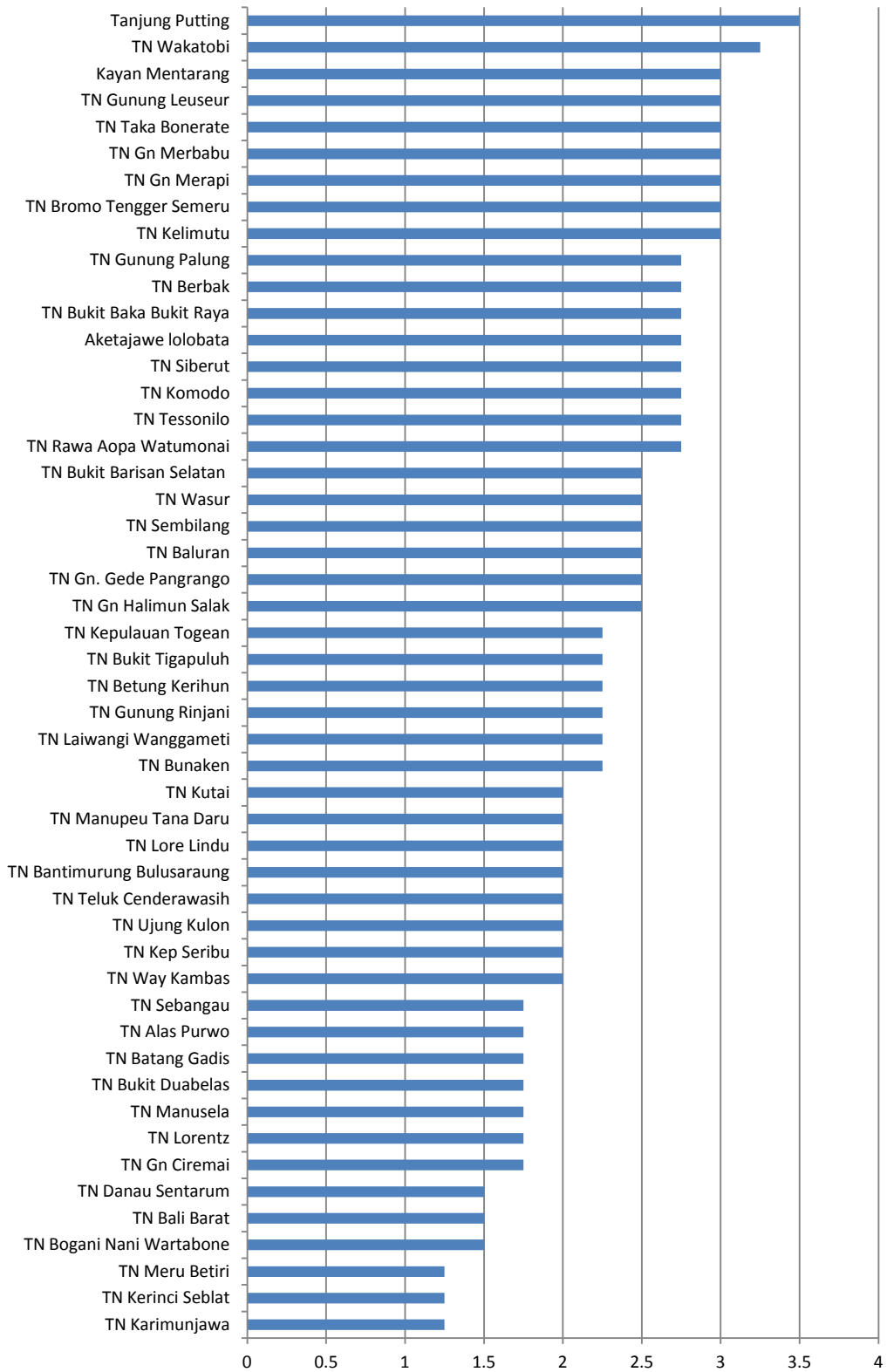


Figure 4. The score of direction of fifty national parks in Indonesia

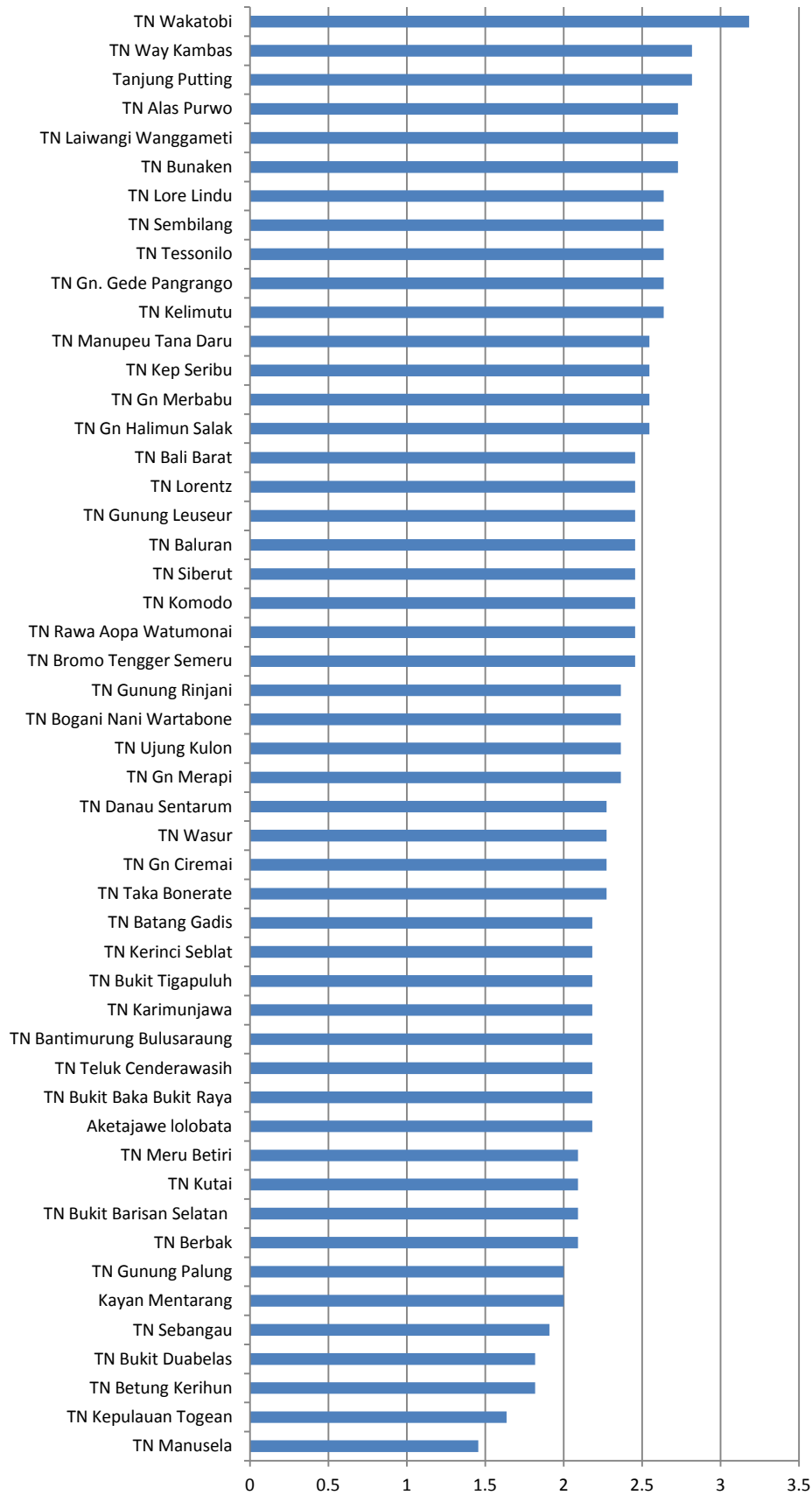


Figure 5. The score of performance of fifty national parks in Indonesia

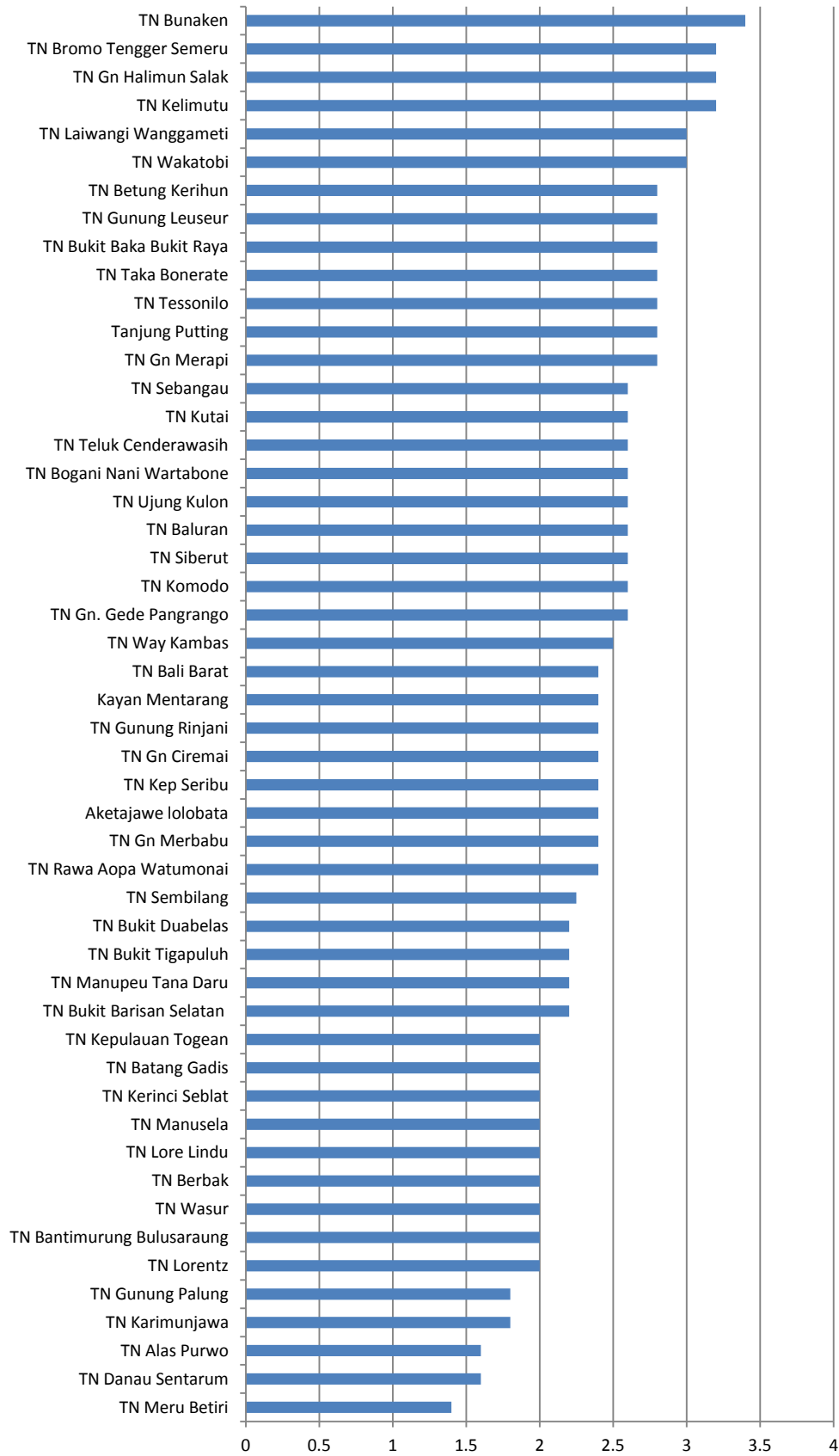


Figure 6. The score of fairness and respect of fifty national parks in Indonesia

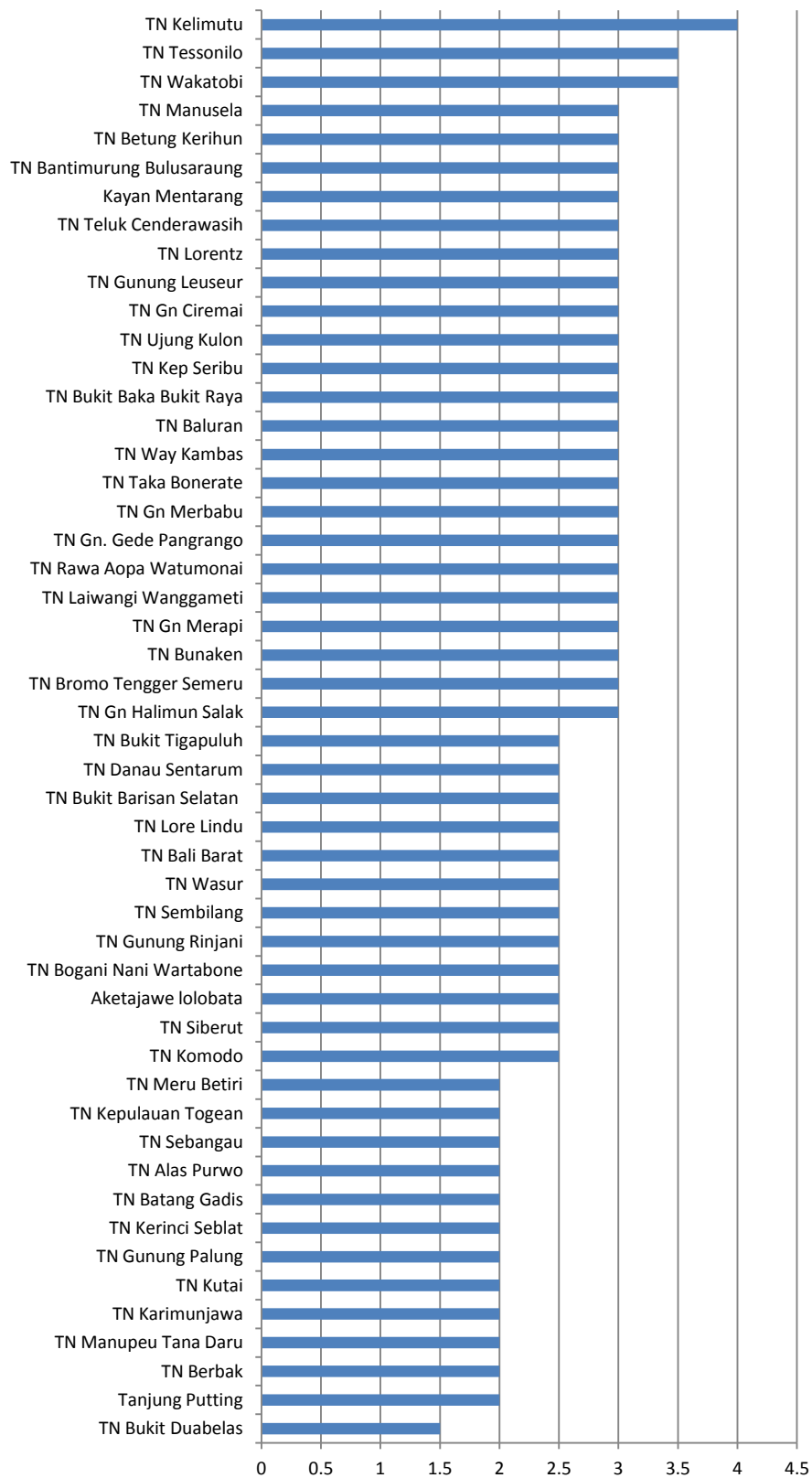


Figure 7. The score of right and responsibility of fifty national parks in Indonesia.

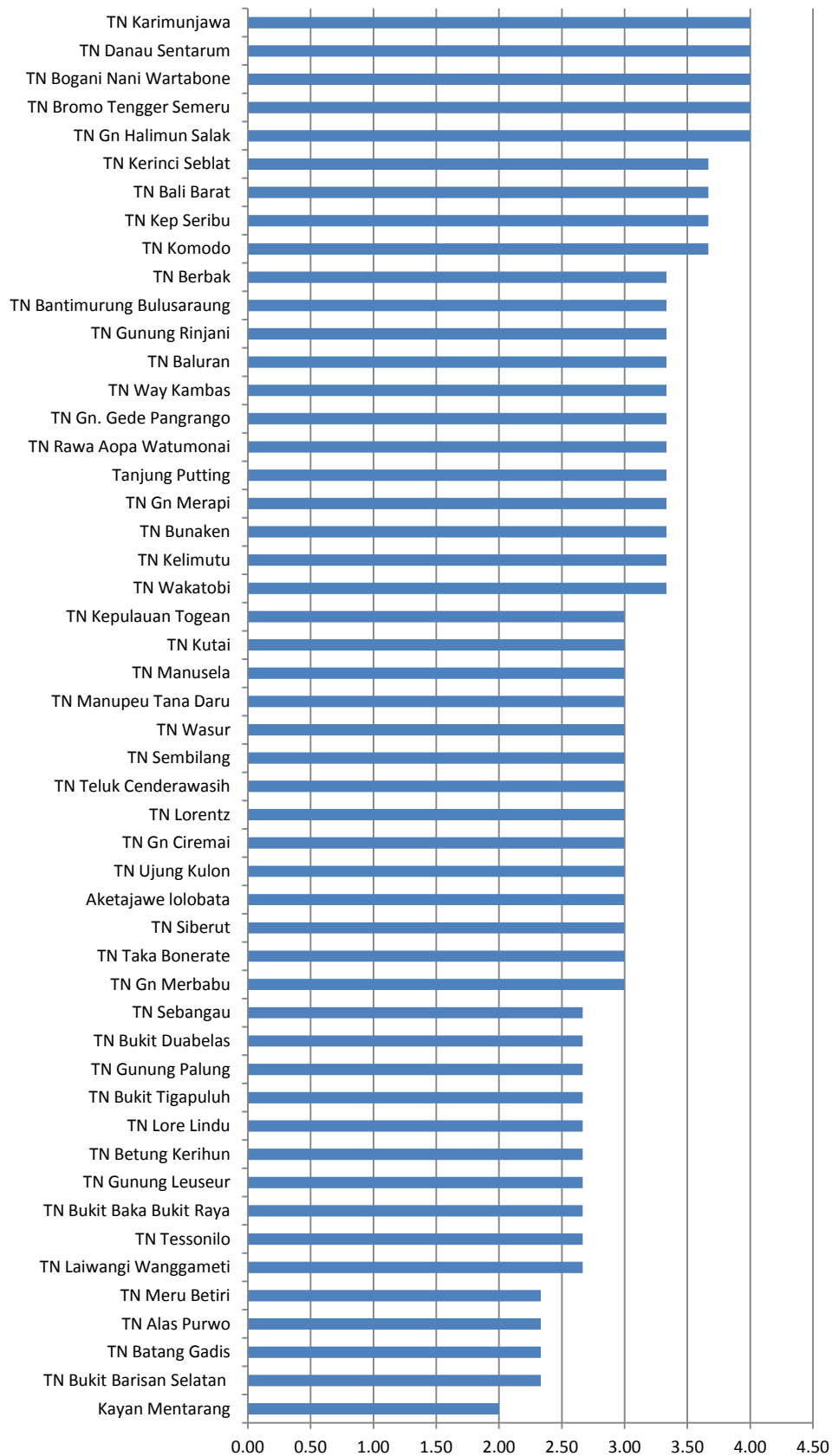


Figure 8. The score of benefit sharing of fifty national parks in Indonesia.

## CONCLUDING REMARKS

### **Bias Opinion**

As it was mentioned in the earlier section, a special attention should be taken as self-assessment method is greatly emphasize on the honest opinion of the respondents. Problems might easily occur when all respondents' decided to give the highest score for every element of the inquiry. As a result, the output may not be reflected to the real condition hence it is neither useful nor acceptable.

Nevertheless, the output of this study might be useful for the authority in the Directorate General of Forest Protection and Nature Conservation, in particular for the Secretary Directorate and the Human Resources Division who closely observe the development and performance of each national park in Indonesia, to compare or even back up of their records.

### **Recommendations**

Governance is the core activities that determine the success or failure of the programs and activities. Governance systems may vary from country to country even differs within region. It entirely depend on the human, culture and environmental condition of the area. However there universal principles adopted by society in general which may be slightly adapted to relevant locality.

This type of study, if implemented with proper and right method, is undeniably important. The output would be useful for assessing the status of governance of certain institution, in this case national park. The output would also be extremely good as a baseline of future policy recommendation and development on protected area governance model in the country. To obtain a better and legitimate output of such study, the following recommendations should be taken into account:

- Assemble the opinion from wide range of stakeholders who currently is working or dealing or had experienced with the parks;
- Opinion should be gathered in random system but representative;
- Consider a substantial number of respondents who selected to present the opinion;
- Prepare a simple but in-depth questionnaires in accordance to the relevant guidelines;
- Use an independent source who familiar with the area, language and culture where the park is located to conduct interview or gather opinion from the selected stakeholders.