

# National Park Governance in Indonesia

## Lessons Learned from Seven National Parks

Tonny Soehartono  
Ani Mardiasuti



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***Authors:***

Tonny Soehartono

Ani Mardiasuti



Front and back cover: Komodo National Park – *Ani Mardiasuti*

## ACKNOWLEDGEMENTS

The idea of producing this book was come up in the mid of June 2014 during the first meeting in preparation to attend the sixth IUCN World Park Congress 2014. The aims of having the book were to equip Indonesian delegates who are going to attend the 2014 IUCN Word Park Congress in Sydney and to demonstrate Indonesia's achievement in managing its protected areas to other participants in the Congress. The theme of the incoming congress, 'Park, People and Planet: Inspiring Solution' is considered suitable with the Indonesia's long effort to find an agreement between the need to have protected areas and economic development.

Four month period for writing this book including desk analysis, selecting seven national parks as representatives, recruiting field assessors, training the selected assessor for interviewing local community and three weeks field assessment (including sending 3,200 questioners to local authorities, indigenous people and local communities who reside in and near the selected national parks), as well as writing activities was almost like a mission impossible. Without the exhaustive and organized efforts of many people who assisted us, this book may not be completed in time.

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Tonny Soehartono & Ani Mardiasuti

## ACRONYMS AND ABBREVIATIONS

ASEAN	Association of South East Asia Nations
CBD	Convention on Biological Diversity
CCNPPA	Commision of National Park and Protected Area
DANIDA	Danish International Development Agency
FAO	Food Agriculture Organization
FFI	Fauna and Flora International
FoMMA	<i>Forum Musyawarah Masyarakat Adat</i>
FORCLIME	Forest and Climate Change Programme
GIZ	Deutsche Gesellschaft fur Internationale Zusammenarbeit (GIZ) GmbH
IUCN	International Union for Conservation of Nature
JICA	Japan International Cooperation Agency
KfW	Kreditanstalt fur Wiederaufbau
KKBHL	<i>Kawasan Konservasi dan Bina Hutan Lindung</i>
NCP	National Conservation Plan
NCPI	National Conservation Plan Indonesia
NGO	Non Government Organization
NP	National Park
RBM	Resort Based Management
PHKA	<i>Perlindungan Hutan dan Konservasi Alam</i>
TFCA	Tropical Forest Conservation Action
TNC	The Nature Conservancy
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
USAID	United States AID
WALHI	<i>Wahana Lingkungan Indonesia</i>
WARSI	<i>Yayasan Warung Informasi Konservasi</i>
WCS	Wildlife Conservation Society
WWF	World Wide Fund for Nature
UN-REDD	United Nations Reducing Emission from Deforestation and Forest Degradation

## EXECUTIVE SUMMARY

This study is prepared to reveal the state of governance performance of protected area management in Indonesia, in particular the situations in the national park. Concurrently, it also assesses the contribution of current governance accomplishment toward the park effective management and operation. The study was motivated by the incoming IUCN World Park Congress to be held in November 2014 in Sydney, Australia.

Seven national parks in Indonesia were selected to be the object of this study, namely Gunung Leuser, Kerinci Seblat, Halimun Salak, Komodo, Kayan Mentarang, Lore Lindu and Wasur National Park. Consistent with the IUCN governance of protected area (2013), the questionnaires to interview stakeholders of the selected national parks were developed. The governance principles consists of legal and legitimacy, voice, direction, performance, accountability, benefit sharing, right and responsibility.

A short training for the Enumerators who were going to interview the local communities of the parks was also carried out. The training includes methods of sample selection, number of sample, interview techniques and filling the questionnaires. In addition, similar questionnaires were also distributed to the Head of the selected parks, local governments and partners of the parks. Field visits to Gunung Halimun Salak National Park and Komodo National Park were also conducted. There were 1,821 local communities in 91 villages across the seven selected parks interviewed for this study. Further, to complement and compare with results of the interview and the respond to the questionnaire, each of the Head of the selected park was also interviewed. In view of local governments and partners, 146 questionnaires were also distributed to obtain their opinion on the selected parks. Of that number, only 45 (30.82 %) of questionnaires were returned to for the analysis.

Biophysical, social and administrative Information of the selected national parks were collected and presented in this study. In addition, the result of Resort Based Management (RBM) of the selected parks, assessed by Directorate Conservation Area and Protection Forest, was also analyzed.

Despite of consistent and numerous investment toward governance aspects in protected areas, the results indicated that there is necessity for improvement in the area of direction, accountability and performance. Nevertheless, there are reasonable support from local stakeholders on the park legality and legitimacy. The park's benefit sharing and response to the voice of local stakeholders are also recognized by the stakeholders. Equal views also occur across the two governance types of the selected parks, i.e., parks managed by government and parks managed under shared governance by local community.

The applicability of the IUCN governance for protected area (published in 2013) was also analyzed and reveals its usefulness to assess the governance of protected areas in Indonesia. However, for better application of the tool, this study suggested a slight modification of the IUCN governance by providing weightiness for the five principles of the governances as well as the elements within the principles. For the case of Indonesia, the principles of directions, accountability and performance of governance should be given more value than those of the other two principles.

At the very top, this is the first study of governance in protected areas in Indonesia. The outcomes may not as good as expected, however it provides a truthful pictures of stage and accomplishment as well as challenges on governance of national parks. Equally importance, the study leads the government to the right path and direction of better governance in protected areas.

Crested Hawk Eagles *Nisaetus cirrhatus*  
Gunung Halimun Salak National Park  
Sri Mulyati



## CONTENTS

	Acknowledgements	i
	Acronyms and Abbreviations	ii
	Executive Summary	iii
	Contents	v
	List of Tables	vi
	List of Figures	vii
	List of Boxes	vii
I	INTRODUCTION	1
	1 Background	1
	2 Objective	3
II	METHOD	5
	1 Framework of Study	5
	2 Approach	6
	a. Desk Study	6
	b. Interview and Answering Questionaires	6
	c. Analysis of Resort Based Management	8
	d. Field Visit	8
	3 Analysis	8
III	NATIONAL PARK MANAGEMENT SYSTEM	11
	1 Protected Area Types and Establishment	11
	2 National Park Management Plan and Zonation	13
	3 National Park Governance	14
	4 IUCN Criteria For Park Governance	16
IV	GOVERNANCE PRACTICES OF SELECTED NATIONAL PARKS	19
	1 Gunung Leuser National Park	19
	2 Kerinci Seblat National Park	23
	3 Gunung Halimun Salak National Park	27
	4 Komodo National Park	31
	5 Kayan Mentarang National Park	35
	6 Lore Lindu National Park	39
	7 Wasur National Park	43
V	ANALYSIS AND REFLECTION OF INDONESIAN NATIONAL PARK	49
	1 The Voice of the Truth	49
	2 Resort Based Management and Its Evaluation	53
	3 The Applicability of the IUCN Governance for Protected Area	57
	4 Suggestions for Reshaping the IUCN Governance of Protected Area	59
VI	FUTURE DIRECTION: ROOM FOR IMPROVEMENT	61
VII	CONCLUDING REMARKS	63

## LIST OF TABLES

Table 2.1	Selected respondents for the study on governance of Indonesia's national park	7
Table 2.1	Number of district and village covered by this study and number of returned questionnaires from both local community and local governments	7
Table 3.1	Indonesia's conservation areas	11
Table 3.2	IUCN Good Governance Principles	17
Table 4.1	Description of Gunung Leuser National Park	20
Table 4.2	Opinion of the Head of Gunung Leuser National Park on the governance of the Park	21
Table 4.3	The IUCN governance's score of Gunung Leuser National Park in 2014	22
Table 4.4	Description of Kerinci Seblat National Park	24
Table 4.5	Opinion of the Head of Kerinci Seblat National Park on the governance of the Park	25
Table 4.6	The IUCN governance's score of Kerinci Seblat National Park in 2014	26
Table 4.7	Description of Gunung Halimun Salak National Park	28
Table 4.8	Opinion of the Head of Halimun Salak National Park on the governance of the Park	29
Table 4.9	The IUCN governance's score of Halimun Salak National Park in 2014	30
Table 4.10	Description of Komodo National Park	32
Table 4.11	Opinion of the Head of Komodo National Park on the governance of the Park	33
Table 4.12	The IUCN governance's score of Komodo National Park in 2014	34
Table 4.13	Description of Kayan Mentarang National Park	36
Table 4.14	Opinion of the Head of Kayan Mentarang National Park on the governance of the Park	37
Table 4.15	The IUCN governance's score of Kayan Mentarang National Park in 2014	38
Table 4.16	Description of Lore Lindu National Park	40
Table 4.17	Opinion of the Deputy Head of Lore Lindu National Park on the governance of the Park	41
Table 4.18	The IUCN governance's score of Lore Lindu National Park in 2014	42
Table 4.19	Description of Wasur National Park	44
Table 4.20	Opinion of the Head of Wasur National Park on the governance of the Park	45
Table 4.21	The IUCN governance's score of Wasur National Park in 2014	46
Table 5.1	The Score of Resort Based Management (RBM) of the selected national parks, assessed by Directorate Conservation Area and Protection Forest in 2013	53
Table 5.2	Parameters of governance and RBM assessed to the selected national parks in Indonesia	56
Table 5.3	Protected Area according to Indonesia Regulations and IUCN Categories	57
Table 5.4	Governance type of protected area according to IUCN 2012 and Indonesia regulations	58
Table 5.5	IUCN Governance of Protected Area 2013, adjusted IUCN Governance for this study and Government of Indonesia Principles for Governance	59
Table 5.6	Score of governance performance of the Indonesian selected national parks across the IUCN governance type	59
Table 5.7	Suggestions to the IUCN Guidelines for governance in protected areas <sup>1</sup> based on the study of national park governance in Indonesia	60

<sup>1</sup> Borrini-Feyerabend, G; N. Dudley, T. Jaeger, B. Lassus, N.P. Brome, A. Phillips & T. Sandwith. 2012. Governance of Protected Area: From Understanding to Action. IUCN. Gland.

## LIST OF FIGURES

Figure 1.1	Location of seven selected national park	4
Figure 2.1	Framework study on governance of Indonesia's national park	5
Figure 2.2	Framework analysis of governance studies in seven selected national parks in Indonesia	9
Figure 4.1	Map of Gunung Leuser National Park	22
Figure 4.2	Map of Kerinci Seblat National Park	26
Figure 4.3	Map of Halimun Salak National Park	30
Figure 4.4	Map of Komodo National Park	34
Figure 4.5	Map of Kayan Mentarang National Park	38
Figure 4.6	Map of Lore Lindu National Park	42
Figure 4.7	Map of Wasur National Park	46
Figure 5.1	Radar plot of the IUCN governance seven principles of Indonesia's selected national parks, according to local communities' point of view	50
Figure 5.2	Radar plot of the IUCN governance seven principles of Indonesia's selected national parks, according to local governments and partners point of view	51
Figure 5.3	Governance score for the seven selected national parks in Indonesia based on RBM criteria	54
Figure 5.4	Governance score for the seven selected national parks in Indonesia based on IUCN Governance of Protected Area Principles 2013	55
Figure 5.5	Scatter plot of RBM's score of the seven selected national parks against the park's size	55
Figure 5.6	Scatter plot of RBM's score against governance's score of the seven selected national parks	56

## LIST OF BOXES

Box 1.1	National Conservation Plan for Indonesia	2
Box 1.2	List of Indonesia's fifty national park	2
Box 1.3	The making of Act No.5 of 1990	3
Box 3.1	Criteria of national park in Indonesia	12
Box 3.2	Criteria and procedure for boundary demarcation of a national park	13
Box 3.3	Criteria of zonation in a national park	15
Box 3.4	Ministerial Decree on good governance	15
Box 3.5	The shared governance in managing national park	15
Box 4.1	Resort Based Management	54



**Crater - Kawah Ratu**  
**Gunung Halimun Salak National Park**  
*Sri Mulyati*

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# I. INTRODUCTION

## 1. BACKGROUND

At the third World Park Congress in Bali in 1982, Indonesia re-announced the first five national parks in the country: Gunung Leuser National Park in Sumatra, Ujung Kulon National Park and Gunung Gede Pangrango National Park (both located in Java), Baluran National Park in Java, and Komodo National Park in Nusa Tenggara<sup>1</sup>. In addition, the country also declared 11 new national parks: Kerinci Seblat, Bukit Barisan Selatan (Sumatra), Kutai, Tanjung Puting (Kalimantan), Kepulauan Seribu, Bromo Tengger Semeru, Meru Betiri (Java), Bali Barat (Bali), Dumoga Bone, Lore Lindu (Sulawesi) and Manusela (Maluku)<sup>2</sup>. Neither the infrastructure or management capacity was ready to run the national parks at that time.

Perhaps only a few Indonesian or even the Indonesian foresters well understood the concept of national park during the period, creating a confusion of some authorities, as some of the parks were still either overlapped with timber concession companies (Gunung Leuser National Park), oil company (Kutai National Park) or occupied by local communities. On the other hand, during the same period there were groups of people in Directorate of Nature and Wildlife Conservation of the Ministry of Agriculture who have been working under the project of Indonesia Protected Areas to prepare the National Conservation Plan for Indonesia (NCPI), which also contributed to the process of development of national parks in Indonesia (Box 1.1).

Although many people opposed the idea of NCPI - as it proposed large portion areas of primary forest in major islands of Indonesia (e.g. Sumatra, Kalimantan, Sulawesi and Papua) as well as the unique and pristine small islands (e.g. Siberut and Nusa Tenggara) across Indonesia - the document was completed in 1981, and became a major reference for the designation of most conservation areas in Indonesia. The resistance to the NCPI was understandable, considering that during those period the nation's economic condition was fruiting, so many Indonesians, including politicians, feared that the idea of establishing conservation areas could be a burden for Indonesian economic expansions, which largely based on land and natural resources such as timber, mining and plantations.

Nevertheless, the NCPI coupled with the IUCN Park Congress in 1982 and the popular jargon 'Protected Areas in Sustainable Development' became the impetus and marked the history of progressive national conservation programs in Indonesia. Since then, with the aim of conserving the unique, genuine and represent ecosystems and in line with the Convention on Biological Diversity (CBD) goals, the country had gradually expanded the number of national park from land to marine ecosystems. Today, Indonesia has proudly managed 50 national parks, covering approximately 28 million ha or about 13.3% of the total land, consisted of various ecosystems across the country territory of the tropic equatorial (Box 1.2).

At the time when the country declared the first five national parks, Indonesia has not even near to have the national legal system to support and to manage the parks other than the old Dutch regulations pertaining game reserves (in 1931), protection of wild animals (in 1931), hunting of wild animals in Java and Madura (in 1934) and nature reserves (in 1941) as well as the Forestry Law of 1967<sup>3</sup>. So to start with, the country has issued the national park management systems through Agricultural Ministerial Decree in 1981 (at that time the forestry issues was under the auspicious of

---

<sup>1</sup> Soehartono, T and A. Mardiasuti. 2013. The voice of national park in Kalimantan, Indonesia: Searching the truth of thirty years national park development. Nata Samastha Foundation. Bogor. Downloaded from natasamastha.com.

<sup>2</sup> Kawasan Konservasi Hutan Tropis Indonesia -The Indonesian Tropical Rain Forest Conservation Areas. Forest for Sustainable, Conservation and Development. 1990

<sup>3</sup> Act of the Republic of Indonesia No. 5/1990 concerning Conservation of Living Resources and Their Ecosystems.

Ministry of Agriculture), allowing the Ministry of Agriculture to manage the national parks and other forms of protected areas<sup>4</sup>.

### Box 1.1. National Conservation Plan for Indonesia (NCPI)<sup>5</sup>.

In 1979, the Ministry of Agriculture in cooperation with UNDP/FAO had agreed to develop National Conservation Plan for Indonesia. The project was hosted under the Directorate of Nature and Wildlife Conservation and chaired by Dr. John MacKinnon. While some of the results were completed in 1981, the project was concluded in 1983 and produced seven volumes of NCPI.

Each volume represents the plan for developing protected areas for major island in Indonesia. It also laid out the importance of protecting and conserving areas within the relevant major islands, and lists proposed protected areas within the island along with its ecological social assessment and potential threat to the proposed protected areas. NCPI then become references to the Forestry Sector in developing the first version of National Forest Spatial Plan in 1983.

### Box 1.2. List of Indonesia's fifty national parks.

#### SUMATRA

- Gunung Leuser
- Batang Gadis
- Way Kambas
- Siberut
- Berbak
- Tesso Nilo
- Kerinci Seblat
- Sembilang
- Bukit Tigapuluh
- Bukit Duabelas
- Bukit Barisan Selatan

#### JAVA

- Ujung Kulon
- Karimunjawa
- Gunung Merapi
- Kepulauan Seribu
- Meru Betiri
- Gunung Merbabu
- Baluran
- Alas Purwo
- Gunung Ciremai
- Gunung Gede Pangrango
- Bromo Tengger Semeru
- Gunung Halimun Salak

#### KALIMANTAN

- Gunung Palung
- Kutai
- Danau Sentarum
- Kayan Mentarang
- Betung Karihun
- Sebangau
- Bukit Baka-Bukit Raya
- Tanjung Puting

#### SULAWESI

- Wakatobi
- Togean Islands
- Bogani Nani Wartabone
- Bunaken
- Lore Lindu
- Taka Bonerate
- Bantimurung Bulusaraung
- Rawa Aopa Watumohai

#### LESSER SUNDA

- Bali Barat
- Tanadaru Manupeu
- Gunung Rinjani
- Komodo
- Laiwangi Wanggameti
- Kelimutu

#### MALUKU

- Manusela
- Aketajawe Lolobata

#### PAPUA

- Wasur
- Lorentz
- Teluk Cendrawasih

<sup>4</sup> Keputusan Menteri Pertanian No. 681/Kpts/Um/1981 Tentang Kriteria Penentuan Kawasan Suaka Alam dan Pengelolaan Kawasan Suaka Alam.

<sup>5</sup> MacKinnon, J. 1982. National Conservation Plan for Indonesia - Vol. 1: Introduction, evaluation methods and overview of national nature richness. FAO-PPA. Bogor.

Yet, not until 1990, when finally the President signed the Act No. 5 of 1990 concerning Conservation of Living Resources and Their Ecosystems (Box 1.3), Indonesia has legal support for conserving protected areas and their species. Later, the Act is translated into Implementing Government Regulation No. 68/1998, which then was revised to suit with the current global development, into Government Regulation No. 28 of 2011<sup>6</sup>.

## 2. OBJECTIVES

This document is written to illustrate Indonesia's governance model on national park and demonstrates lesson learned of 35 years experiences of managing the park areas. It utilizes the 2012 IUCN's Governance on Protected Areas to assess the picture and achievement of governance model in Indonesia. As this study is the first comprehensive test of protected area governance in Indonesia, the results may inspire the country to continue innovating the right model of protected area governance and to find the proper avenue in integrating conservation of biodiversity into sustainable development in Indonesia. In addition, an assessment also will be conducted to evaluate whether the IUCN Guidelines on Governance on Protected Areas is applicable for Indonesia's situation.

The assessment for governance was focused to seven national parks: Gunung Leuser National Park (Aceh, Sumatra) and Kerinci Seblat National Park (Jambi, Sumatra), Halimun Salak National Park (Banten dan West Java), Kayan Mentarang National Park (North Kalimantan), Lore Lindu National Park (Central Sulawesi), Komodo National Park (Nusa Tenggara) and Wasur National Park (Papua) (Fig.1.1). Each park is selected to represent the current park governance in major islands of Indonesia.

### Box 1.3. The making of Act No 5 of 1990.

Aware that Indonesia had no legal back-up for conserving and protecting natural resources, and motivated by the declaration of first five national parks in Third World Park Congress in Bali, in 1983 a group of conservationist in Directorate of Wildlife Conservation drafted the concept for the law. However, until the 32<sup>nd</sup> version in 1989, the draft was in the deliberation process within the Directorate.

It was the late Hasjru Harahap, the Minister of Forestry in charged between 1988-1992, who forced the completion of the draft and submitted it to the National House of Parliament for adoption. Finally the Act was adopted by the House and signed by President of Republic of Indonesia on 10 August 1990.

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<sup>6</sup> Peraturan Pemerintah Republik Indonesia No. 28 Tahun 2011 Tentang Pengelolaan Kawasan Suaka Alam dan Kawasan Pelestarian Alam.



Figure 1.1. Location of seven selected national parks.

## II. METHODS

### 1. FRAMEWORK OF STUDY

Seven parameters derived from the IUCN Guidelines were used to reflect the governance of Indonesia's selected national parks. The seven parameters are (a) legal and legitimacy, (b) voice, (c) direction, (d) performance, (e) accountability, (f) benefit sharing, and (g) right and responsibility. The last two categories were a split from the IUCN's Principles Governance no. 5 ('fairness and right').

Governance of the national parks essentially was assessed through three different angles: from local community's stand point, from local government, and from head of national park. All three sources of information representing different angles will be compared and analyzed for discrepancies and conformities. In addition, results of the internal assessment of Resort Based Management conducted by the Ministry of Forestry were also used as a comparison of different approach to illustrate the national park governance. Framework of study on the governance of Indonesia's national parks is summarized in Fig. 2.1.

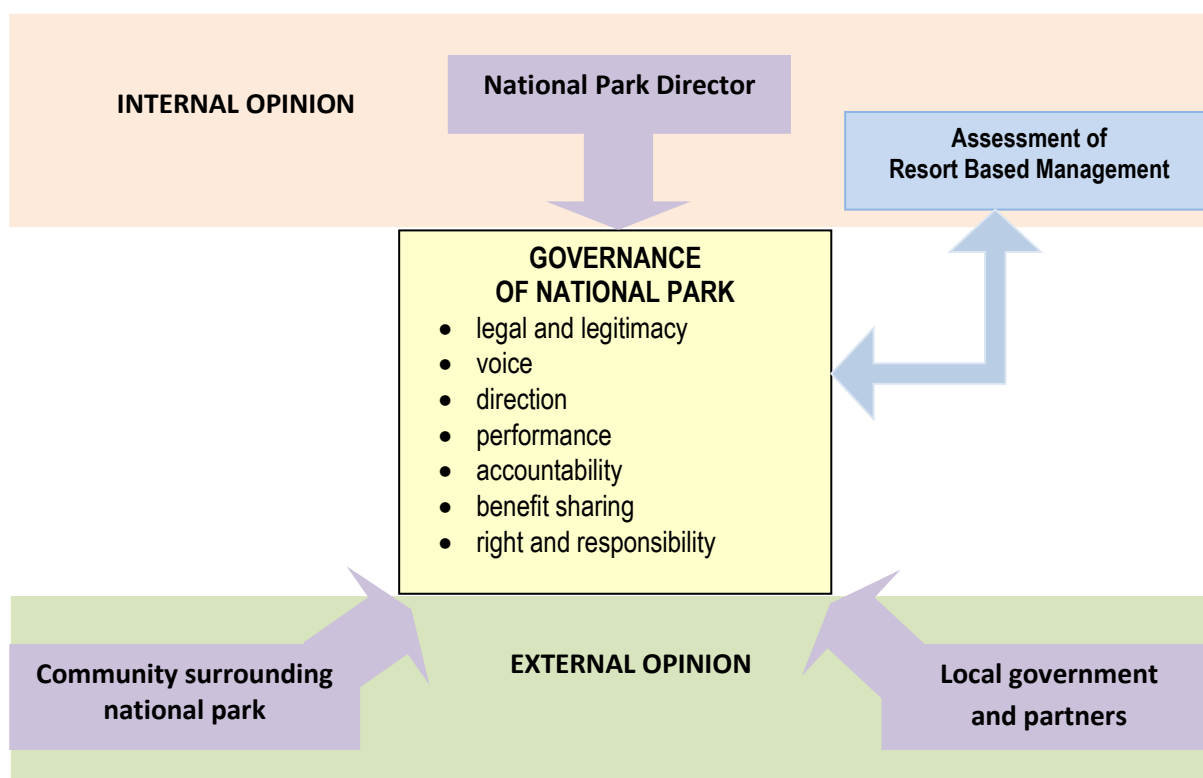


Figure 2.1. Framework study on governance of Indonesia's national parks.

## 2. APPROACH

The approach for assessing the governance of the selected national parks comprise of four series activities which include desk study, interviews and answering questionnaires, analysis of Resort Based Management (RBM) assessment, and field visit. The following illustrates each of the activities.

### a. Desk Study

Desk study was conducted in order (a) to gather information on Indonesia's national park, (b) to collect information on the RBM assessment that has been conducted in the past by the Ministry of Forestry, (c) to understand the 2012 IUCN Governance of Protected Area<sup>7</sup> as a basis to develop questionnaires.

Information on Indonesia's national park was obtained through studying various reports and government's regulation. Some necessary information are history of park establishment, location and coverage, zonation, biodiversity and socio-cultural values, budget, number of staffs, threats, and some other relevant information. Most of the results are presented in tables and some others will be used for analysis.

Using the IUCN Guidelines, questionnaires were developed for obtaining information on the current governance conditions of the selected national parks. Necessary adjustments were made to suit with the condition of the Indonesian national parks.

### b. Interviews and Answering Questionnaires

The questionnaires are grouped in accordance to 7 parameters or categories mentioned previously. Each answer is given a score line of 4 to 1 (4: excellent, 3: good, 2: adequate, 1: inadequate, no answer is given a '0' score). Additional relevant information obtained from the direct interview was also added for further analysis.

To facilitate the interview and to standardize the subject of interview, by using IUCN's Good Governance Principles, three sets of questionnaires to three type of respondents were developed (Table 2.1), namely questionnaires for local communities, government officials and partners, and head of national park.

To obtain opinion from the communities who live in and near the selected parks, on 10-12 July 2014, a Lead Enumerator for each national park (total 7 Lead Enumerators) were trained in Bogor (near Jakarta) to receive a brief training for interviewing the community, to help fine tuning the questionnaires, and to discuss the appropriate method for interviewing the respondents. Later on, each Lead Enumerator recruited 3 Assistant Enumerators for interviewing the respondent in the field (total 21 Enumerators). To avoid mistake and misunderstanding, the Assistants were trained by the Enumerators prior to the interview.

The minimum number of respondents to be interviewed was 200 for each national park, for 10 working days (conducted by a Lead Enumerator and 3 Assistant Enumerators for each national park, totaling 28 Enumerators). The total number of respondents being interviewed for this study was 1,821 persons (Table 2.2). To minimize bias of opinion, the respondents were distributed properly across the park area, profession, gender, education, ages and status in society.

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<sup>7</sup> Borrini-Feyerabend, G; N. Dudley, T. Jaeger, B. Lassus, N.P. Brome, A. Phillips & T. Sandwith. 2012. Governance of Protected Area: From Understanding to Action. IUCN. Gland.

Table 2.1. Selected respondents for the study on governance of Indonesia's national park.

Respondents	Type of Questions	Techniques
Local communities	<ul style="list-style-type: none"> <li>• Mostly questions with multiple choice answers to be quantified into 0 to 4 score</li> <li>• Some questions with pre-answered choices and free answers</li> </ul>	<ul style="list-style-type: none"> <li>• Direct interview to the respondents by an Enumerator and 3 Assistants for each selected national park (totaling 7 Enumerators and 21 Assistants)</li> <li>• All Enumerators received a one-day training to standardized sample selections, views and perceptions</li> </ul>
Government officers and partners	<ul style="list-style-type: none"> <li>• Mostly questions with multiple choice answers to be quantified into 0 to 4 score</li> <li>• Some questions with pre-answered choices and free answers</li> </ul>	<ul style="list-style-type: none"> <li>• Self-answered questionnaires</li> <li>• Sending and returning questionnaires through regular mail</li> </ul>
Head of national park	<ul style="list-style-type: none"> <li>• Mostly questions with multiple choice answers to be quantified into 1 to 4 score</li> <li>• Open ended questions based on topics listed in the IUCN Guidelines</li> <li>• Open ended questions based on certain pre-selected topics relevant to each national park</li> </ul>	<ul style="list-style-type: none"> <li>• Self-answered questionnaires during annual meeting in the Ministry of Forestry's headquarter in Jakarta</li> <li>• Direct interview or through phone</li> </ul>

\*including member of local parliament; in the selected national parks

Table 2.2. Number of districts and village covered by this study and number of returned questionnaires from both local community and local governments.

No.	National Park	Respondents Being Directly Interviewed		Self-Answered Questionnaires to Local Government and Partners*		
		No. of Villages	No. of Local Community	Total Distributed	Returned	Percentage of Returned
1	Gunung Leuser	15	200	30	9	30.0
2	Kerinci Seblat	10	268	59	11	18.6
3	Halimun Salak	11	421	16	14	87.5
4	Komodo	7	241	10	4	40.0
5	Kayan Mentarang	7	216	11	2	18.2
6	Lore Lindu	34	240	11	1	9.1
7	Wasur	7	376	9	2	22.2
Total		91	1,821	146	45	30.82

\* Questionnaires were directly distributed by post to the relevant local government officers

With the assistance of Directorate Conservation Area and Protection Forest, and GIZ Indonesia, 146 questionnaires were distributed to relevant members of local parliaments, relevant partners of the parks and relevant heads of provincial and district planning board. The objective of this activity was to gather opinion from the angle local government and partners. By doing this it is expected that results would minimize biases opinion. About 28.20% of the questionnaires were returned and used for analysis.

As for the head of national park, the information was gathered through a direct interview or – if not possible – through phone interview. Unlike interview to the local communities or self-answer questionnaires which have multiple choice answer, interview to the heads of national parks were open ended to allow more elaborate answers.

### **c. Analysis of Resort Based Management (RBM)**

As mentioned previously, the RBM assessed by the Ministry of Forestry (Directorate Conservation Area and Protection Forest, *Konservasi Kawasan dan Bina Hutan Lindung, KKBHL*) in 2013 was used for additional analysis. The original results of the RBM assessment for seven national parks were transformed into 1 to 4 scores, in order to have comparative values.

The RBM scores were compared with the output of governance analysis from this study to see the degree of relationship between RBM's score and governance types. Any discrepancy of opinion and judgment are deliberated using additional data taken from the desk study.

### **d. Field Visit**

Of the seven selected national parks, two national parks were visited in order to directly interview the head of national park and to give a more comprehensive understanding on what happened in the field. The two national parks visited were Gunung Halimun Salak National Park in Java (Banten and West Java Province) and Komodo National Park in Nusa Tenggara.

During the visit, informal conversation with local people, some of national park staffs, and visitors were conducted. Situation and condition of the national park were also assessed during the visit. The results of the field visit were incorporated to the analysis.

## **3. ANALYSIS**

The scores for each category were then summing up for each selected national park. Means of the score for each component were calculated and showed in tables and plotted on two types of graphic, i.e. bar graphic and radar plot. The results of direct interview with head of respective national park are added to the analysis. The framework analysis is showed in Fig. 2.1.

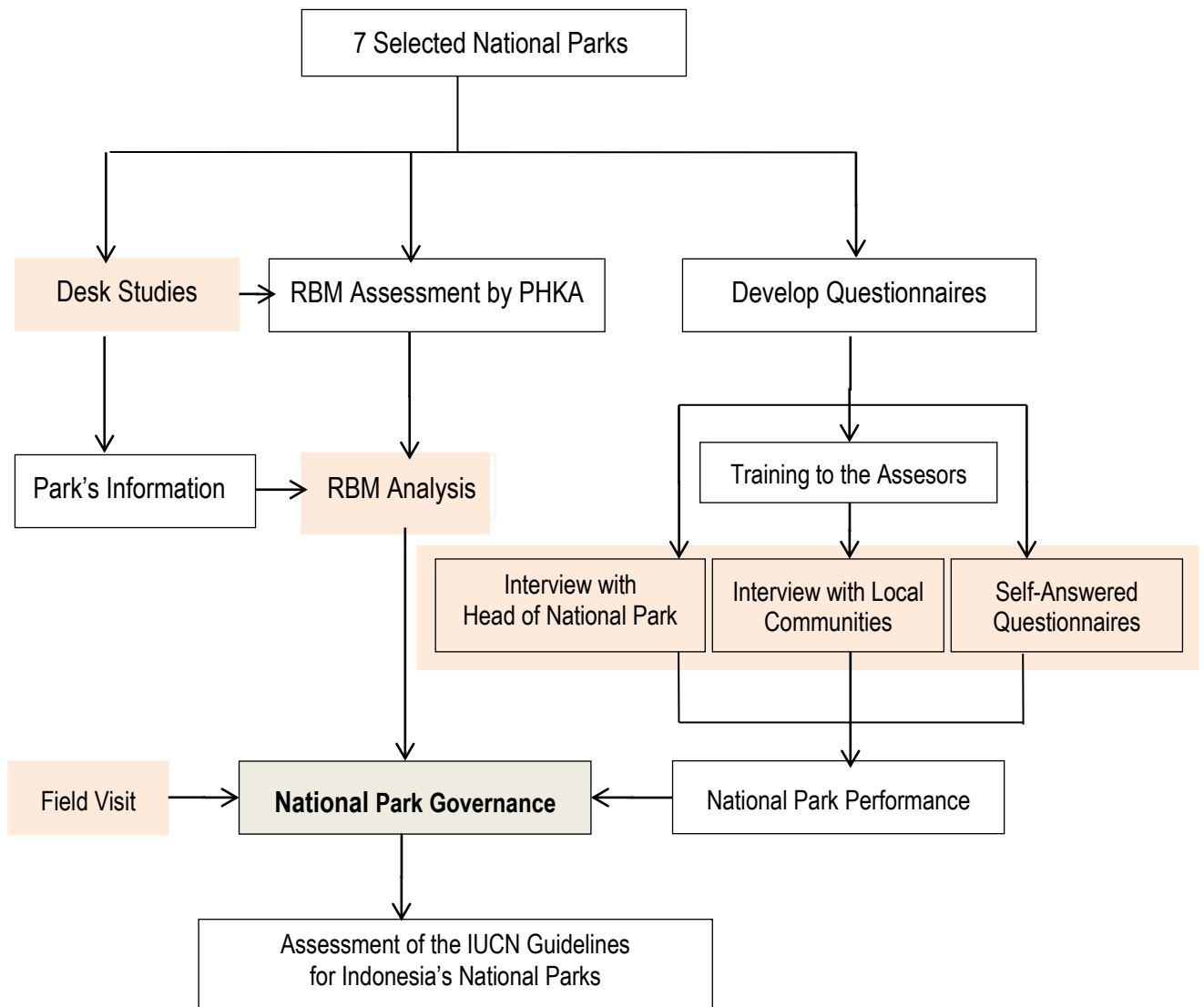


Figure 2.2. Framework analysis of governance studies in seven selected national parks in Indonesia.



### III. NATIONAL PARK MANAGEMENT SYSTEMS

#### 1. PROTECTED AREA TYPES AND ESTABLISHMENT

In accordance to the Act No. 5/1990, protected areas in Indonesia is divided into two major clusters: sanctuary reserves and nature conservation areas. The first comprises of strict nature reserves and wildlife sanctuary, while the later consists of national park, grand forest park, nature recreational park and game hunting park. Each protected areas has its own definition and management systems. Table 3.1 depicts the number and types of conservation areas in Indonesia.

Table 3.1. Indonesia's conservation areas<sup>8</sup>.

Conservation Area Type	Unit	Area (Ha)	Percentage
National park	50	16,375,254	57.9
Wildlife sanctuary	77	5,342,380	18.9
Strict nature reserve	249	4,928,928	17.5
Nature recreational park	123	1,041,345	3.7
Grand forest park	21	347,427	1.2
Game hunting park	14	224,816	0.8
Total	535	28,260,150*	100

\*this number is slightly higher than the size of forest areas designated for conservation (i.e. 27,452,722 ha), because it includes marine territory (especially for marine national parks), which does not categorized as state forest.

Except for the grand forest park, which clearly pointed to terrestrial landscape, the remaining types of protected area could embrace either terrestrial or marine ecosystems or the combination of both landscapes. However, later on when the Act of Fisheries and Marine was enacted in 2004, the management of marine protected area is gradually transferred to the Ministry of Marine and Fisheries<sup>9</sup>.

Under the Act No. 5/1990, a national park is defined as a nature conservation area which possesses native ecosystems, and which is managed through a zoning system utilized which facilitates research, science, education, breeding enhancement, and recreation and tourism purposes. In accordance to the Article 32 of the Act, the zoning systems of a national park may consist of core zone, utilization zone and other zones depending on the necessity. The national park criteria is outlined under the Government Regulation No. 28/2011 pertaining nature conservation areas (Box 3.1).

Most of national parks in Indonesia were established in the periods of 1980s and 1990s<sup>10</sup>. The park areas were originally either strict nature reserves or wildlife reserves or both of them when located at the same landscape and were upgraded the status into a national park. For instance, Ujung Kulon National Park originally was a wildlife reserve, while Gunung Gede Pangrango was a strict nature reserve. In addition, when a new national park was declared, some of the areas might extended to the sea, mainly to protect coral reef ecosystem in the area or as the buffer area, e.g. Komodo National Park, Bali Barat National Park, and Ujung Kulon National Park.

<sup>8</sup> Source: Statistics of Ministry of Forestry, 2012

<sup>9</sup> *Undang-Undang Republik Indonesia No. 31 Tahun 2004 Tentang Perikanan.*

<sup>10</sup> *Taman Nasional di Indonesia. (undated). Departemen Kehutanan, Direktorat Jenderal Perlindungan Hutan dan Konservasi Alam.*

### **Box 3.1. Criteria of national park in Indonesia.**

A landscape is qualified or could be designated as a national park if it meets the following ecological criteria:

- a. possess a native, unique and natural ecosystems and/or having phenomenal natural uniqueness;
- b. poses one or more natural ecosystems;
- c. adequate area coverage, which able to ensure the natural ecological processes;
- d. qualified to be managed under zoning systems which can be consisted of core zone, wilderness zone, intensive use zone, and other necessary zones.

Source: Government Regulation No. 28/2011.

The process of upgrading of those parks were in accordance to the defunct Agriculture Ministerial Decree No. 681/Kpts/Um/11/1981 which mainly based on the ecological assessment provided by NCPI and recommendation of local and provincial government. The process appeared to single out the view of local communities who live in and around the area. Once national park was declared, it shall be demarcated for the park endorsement and establishment by the relevant Ministry, since 1983 the park's establishment was in the hand of the Ministry of Forestry. The construction of boundary demarcation at the period was in accordance to the defunct Forestry Ministerial Decree No. 339 of 1990, which required participation and approval of local communities. Though, many were doubt that this type of exercised were implemented as most if not all local communities were afraid of the ruling authoritarian government during the 1980's and 1990's.

At the millennium era when government and society more open, a piece of terrestrial or marine landscape can only be proposed into a national park, provided it suit with the criteria set out in the Act No. 5/1990, not only has to follow the mechanism under the Act No. 41/1999 regarding basic forestry and Government Regulation No. 28/2011 on protected area management it also has to equipp with recommendation from local stakeholders which include local communities reside within and adjacent to the proposed areas, local government including local parliaments and provincial government. Further, as the government also tends to adopt the idea of free, prior and informed consent (FPIC), this procedure is also needed.

The boundary construction should refer to the latest standard procedure for boundary demarcation stipulated in the Forestry Ministerial Regulation No.44 of 2012<sup>11</sup> (Box 3.2) which allows more involvement of local stakeholders. However, there were cased where the communities nearby the park requested that the boundary be established upon the bases of community mapping participations, e.g. Tanadaru Manupeu National Park in Sumba island of Nusa Tenggara, Gunung Halimun Salak National Park, and Komodo National Park.

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<sup>11</sup> *Peraturan Menteri Kehutanan No.P. 44/Menhut-II/2012 Tentang Pengukuhan Kawasan Hutan.*

### **Box 3.2. Criteria and procedures for boundary demarcation of a national park.**

The Construction of boundary for national park shall be in accordance to Forestry Ministerial Decree No. 44 of 2012. The decree delegates the authority for constructing the boundary demarcation of a national park to the boundary committee chaired by the head of the district where the park is located. Members of the committee include national park, provincial and district forestry, regional office of Directorate General of Forestry Planning, relevant local community. The construction is implemented by the Regional office of Directorate General of Forest Planning. To avoid any dispute and claims from local communities, temporary boundary demarcation shall be constructed prior to the installment of the permanent one.

If there were a dispute on the boundary, the said committee should be liable to resolve the disagreement with the party concern. Normally, if the disputed area is located nearby the proposed border, it is excluded from the park boundary. In case the dispute area is located inside the park then it shall be declared as enclave area. For the later the park has to provide corridor for the access of the enclave resident to connect with area outside the park.

Once the dispute is resolved all the parties concern should endorsed by signing on dossier of boundary demarcation. Then the permanent boundary will be constructed and announced in the area where the park is located.

## **2. NATIONAL PARK MANAGEMENT PLAN AND ZONATION**

In accordance to Government Regulation No. 28/2011 and for the purposes of effective, efficient and responsible and accountable management, each national park is required to have a long-term (20 year), mid-term (5 year) and annual plan. The long-term plan and the mid-term plan have to develop by a special team chaired by head of the park of the relevant national park and supported by representatives of Regional Planning Board, Forestry Administration and relevant experts as needed. The plans shall be developed based on the series of up to dated data which include, among other, but not limited to ecological and physical information of the area, social and economic aspects, ecosystem services, economic of value of the area, park boundary, existing of infrastructures and future plan and options for integration with provincial/district plan as well as regional plan and options for funding supports.

The draft of the plans are required to be deliberated and discussed before the relevant stakeholders, which include local communities in the area where the park is located, prior to the submission to the relevant technical Director in the Directorate General of PHKA for approval and endorsement. Once the plans are approved it, it has to be translated into annual plan by the relevant head of the park for implementing yearly programs and activities of the park. In contrast with the long-term and mid-term plan, the yearly plan does not need an approval from the stakeholders of the park.

As stipulated in the Act No. 5 of 1990, national park in Indonesia has to be managed through zonation systems. The number and size of zonation varies from one park to the other depending on the needs of the park. However, each national park normally should contain at least three zones which include core zone, wilderness zone and utilization zone. The guideline for zonation is set out under Forestry Ministerial Regulations No. 56/2006 <sup>12</sup> (Box 3.3).

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<sup>12</sup> *Peraturan Menteri Kehutanan No. P. 56/Menhut-II/2006 Tentang Pedoman Zonasi Taman Nasional.*

### 3. National Park Governance

Up to the mid 1990's, the very top down type governance was common in forestry sector. To some extent it referred to the old model of Dutch governance during their presence in Indonesia. That is understandable as the Dutch was in Indonesia for quite some time and the Dutch inherited a forestry governing model in Java, adopted and run by the Stated Owned Forest Company (Perhutani). However, starting early 2000 when Indonesia entered the reformed era which promoted democracy that type of governance gradually evaporated from the sector and adjusted to meet the current condition.

The Act No. 5 of 1990, the only and rather out of dated major reference regulation for protected areas clearly stipulated that the authority for governing protected areas including national parks is rested to the central government. The Act does not even mention the roles of provincial and district government and single out the role of private and local communities. There is an article in the Act, however, which stipulated the participation of local communities in conserving protected areas. Yet the article has never been clearly translated to implementing regulation and Ministerial Decree leaving the articles toothless.

When the government enacted the Act No. 25 of 2003 regarding Decentralization and the Role of Province and District, the issues of authority and governance of protected areas remained in central government. Effort and attempt to revise the Act No. 5 of 1990 is underway but it appears to be a long term journey as conservation issues yet a national priority. A breakthrough came up when the President issued long awaited Implementing Government Regulations No. 28 of 2011 which allow the voice and space for local community in governing of protected area. Further, the State Ministry of Administrative Reform has also issued the standard and principles of good governance principles for government officers of Indonesia<sup>13</sup> making the door wide open for better protected area governance in the future (Box 3.4).

The issue of collaborative management was first appeared in Kayan Mentarang National Park when the Ministry of Forestry through its Decree No. 282/II/PIK-I/2002 agreed to share the governance of the park management with local community who formed FoMMA (*Forum Musyawarah Masyarakat Adat*, the forum of local community gathering for decision process)<sup>14</sup>. In order to facilitate more participation of local and national stakeholders into national park development, the policy was then widened into national level through the Forestry Ministerial Regulation No. 19/2004<sup>15</sup>. Further, to strengthen the policy of collaborative management in the national park and in line with IUCN Governance of Protected Areas, as mentioned in the previous section the government recently issued the Government Regulation No. 28/2011 regarding the management of protected areas and national parks which allows the participation of private company, international agency and third party including local community to manage and restore or rehabilitate national park and other form of protected areas (Box 3.5).

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<sup>13</sup> Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi Republik Indonesia No. 15 Tahun 2014 Tentang Pedoman Standar Pelayanan.

<sup>14</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>15</sup> Peraturan Menteri Kehutanan No. P.19/Menhut-II/2004 Tentang Kolaborasi Pengelolaan Kawasan Suaka Alam dan Pelestarian Alam.

### **Box 3.3. Criteria of zonation in a national park.**

For the purpose of managing a national park effectively, the park area may be divided into several zone such as core zone, wilderness zone, protected zone, and utilization zone other zones as necessity such as traditional zone, rehabilitation zone, cultural or religion zone and special zone. Each zone has its own different management purposes. The core zone is dedicated to protect and preserve ecosystems, and its native and unique wild species including their habitat for the purposes of genetic resources, science, education and cultural support.

The Wilderness zone is devoted to preserve and sustainable biodiversity utilization for the purposes of science, education, ecotourism, habitat of migratory species and supporting the core zone areas. The utilization zone is created for the purposes of ecotourism, environmental services, education, research and other utilization to support cultural development. The Traditional zone is dedicated for local community who reside within and adjacent to the park to utilizes their subsistence needs sustainably. Further explanation of the zonation is available in the Forestry Ministerial Decree no. 56/2006.

### **Box 3.4. Ministerial Decree on good governance.**

To promote the good governance among Indonesian civil services, the State Ministry of Administrative Reform (*PAN*) has issued a Decree of PAN No. 15 of 2014 on standard and guidelines of government offices services. The Decree requires all civil servants to uphold and comply with the following Indonesia Good Governance Principle:

1. Simple
2. Participative
3. Accountable
4. Sustainable and innovative
5. Transparent
6. Fairness and equitable

### **Box 3.5. The shared governance in managing national parks.**

In accordance to Government Regulation No 28 of 2011 concerning Management of Protected Areas and National Park, Article 29 and Article 43, private company, international agency and other third party including local community through certain arrangement and agreement with Ministry Forestry are allowed to participate and collaborate in managing, restoring and rehabilitating national park and other form of protected areas.

The criteria and procedures for the said parties interested to involve with the governance of national parks and protected areas are still under intensive deliberation within the relevant government institutions and civil societies. However, in the absence of the criteria and procedure, the Ministry has exercised the policy by setting up a collaborative management system with local communities in Kayan Mentarang National Park (in 2001) and Bunaken National Park (in 2002). Recently, the Ministry also issued a permit for a private company, PT. Adhiniaga Kreasi Nusa, to manage part of Bukit Barisan Selatan National Park in South Sumatra.

#### 4. IUCN CRITERIA FOR PARK GOVERNANCE

In 2012, the International Union for Conservation of Nature (IUCN) has published a document entitled 'Governance of Protected Area: From Understanding to Action', which defines governance as the interactions among structures, processes and traditions that determine how power and responsibilities are exercised, how decisions are taken and how citizens or other stakeholders have their say. This document is expected to be guidance for countries to enhance governance capacities in managing protected areas. The document also presents examples and descriptions of four different types of protected area governance and the principles of good governance set out by IUCN. Further, it also offers practical guidance for assessing, evaluating and enhancing governance in particular system and area.

Governance may be defined as the process of governing exercised in the organization whether it formal like government and company or non-formal organization such as tribe or even family. It set out by rules, laws, power, norms and ethics or even language. It refers to decision making process that seek to define actions, power and verify performance (The World Bank<sup>16</sup>, Wikipedia, 2014<sup>17</sup>). While recognizing various models of governance models in managing protected areas across the world, the IUCN and the Convention on Biological Diversity (CBD) have categorized the protected area governance into four types: (1) governance by government at different levels and models, (2) shared governance e.g., governance by various rights holders and stakeholders together, (3) governance by private individuals and organizations, and (4) governance by indigenous people and/or local communities. Further, The IUCN has clearly indicated the key ideas of protected area governance which includes:

- Full participation of relevant stakeholders including local community/indigenous people and others who entitle to customary right. The involvement of the stakeholders embrace wide ranges of activities from decision making process of drafting the rules of the games, planning and programs to the implementation actions;
- Innovation of exercising various governance models refers to the four models indicated the above sections;
- Respect to the right, livelihood and local knowledge and practices as well as institution of local community/indigenous people who live in and around the protected areas;
- Ensure fair access and benefit-sharing of natural resources for local communities/indigenous people are well in-place;
- The establishment of protected areas has passed the concept of free, prior and informed consent as required by national legislations;
- The governance principles which includes the respect the applicable rules of law, accountability in decision-making, transparent to information, promoting constructive dialogue and resolve disputes with respect and fair manner.

Table 3.2 depicts the 5 IUCN principles for good governance adopted from the IUCN Governance of Protected Areas (Borrini-Feyerabend *et al.* 2012).

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<sup>16</sup> <http://go.Worlbank.org/G2CHLxx>.

<sup>17</sup> <http://en.wikipedia.org/wiki/Governance>.

Table 3.2. IUCN Good Governance Principles.

No.	Principles	Considerations Related to the Principles <sup>18</sup>
1	Legitimacy and voices	<ul style="list-style-type: none"> <li>• Governance that supported, accepted and appreciated by the society</li> <li>• Active engagement, upholding diversity and gender equity</li> <li>• Extending support to the vulnerable and support non-discriminating party</li> <li>• Maintaining an active dialogue and seeking consensus for solution</li> <li>• Promoting mutual respect</li> <li>• Follow the rules of game</li> </ul>
2	Direction	<ul style="list-style-type: none"> <li>• Consistent with the agreed strategic vision and plan</li> <li>• Consistent with agreed values</li> <li>• Integrate the plan with other relevant sectors and follow and/or respect national and international obligations</li> <li>• Clear policy direction</li> <li>• Adaptive management approach</li> <li>• Promote innovation</li> </ul>
3	Performance	<ul style="list-style-type: none"> <li>• Effective and efficient management</li> <li>• Promote learning culture</li> <li>• Engage in advocacy and outreach</li> <li>• Responsive to the needs of right holders and stakeholders</li> <li>• Supported by adequate capacity</li> <li>• Promoting financial sustainability</li> <li>• Promoting social sustainability and resilience</li> </ul>
4	Accountability	<ul style="list-style-type: none"> <li>• Upholding the integrity and commitment</li> <li>• Ensuring management transparency</li> <li>• Ensuring clear and appropriate sharing of roles, responsibility and reporting</li> <li>• Proper financial and human resources</li> <li>• Performance based on appropriate rewards and sanctions</li> <li>• Establish open communications</li> <li>• Welcome to performance feedback</li> <li>• Open for independent audit</li> </ul>
5	Fairness and rights	<ul style="list-style-type: none"> <li>• Striving towards equitable sharing of cost and benefit</li> <li>• Fairness in taking decisions</li> <li>• Ensure no adversely impact to the livelihood</li> <li>• Promote decency and dignity conservation policy</li> <li>• Promote non discriminating party</li> <li>• Respect to legal or customary, collective or individual right on land, water and natural resources</li> <li>• Promote conflict management practices</li> <li>• Respect human right</li> <li>• Promote free, prior and informed consent</li> <li>• Active engagement with right holders and stakeholders</li> </ul>

<sup>18</sup> The content of under the column are rephrased and summarized from the original text of the IUCN Governance of Protected Area (Borrini-Feyerabend *et al.* 2012).





Table 4.1. Description of Gunung Leuser National Park.

Protected area status	National park
Geographic location	Sumatra, 02°50′-04°10′N - 96°35′-98°30′E
Year of declaration	1983
Area coverage	1,094,692 ha
The boundary status	Completed on 8 June 2011
Administrative location	Nangroe Aceh Darussalam (Aceh Tenggara, Aceh Selatan, Gayo Luwes, Aceh Barat District) and North Sumatra Province (Langkat and Karo District)
Management authority	Ministry of Forestry
Park's head office address	Raya Blangkajeren No. 37, Kutacane, Aceh Tenggara, Nangroe Aceh Darussalam
Number of supporting staff	194 persons
Average annual budget (in 5 years)	IDR 25,108,492,400
Management plan	Completed in 2013 for the period of 2013-2022
Park's zonation	Completed and consists of 7 zones
Number of Park's resort	33 resorts
Resort support staff and facility	Adequate
Collaborative partner	Leuser Development Program, Conservation International, USAID -Tropical Forest Conservation Action (TFCA), GIZ-KFW Debt Swap for Nature
Land status	Forest area
Topographic and altitude	Mountainous with the highest elevation of 3,149 m asl
Climatic condition	Monsoon type with 2 seasons: dry season between March-August and wet season from September to February; temperature 23°-33°C; 1,000-3,000 mm annual rainfall, humidity 65%-75%
Forest type	Tropical evergreen forest from coastal to lowland and upland up to mountain forest dominated with the trees of Dipterocarpaceae family.
Physical attractions	Tropical mountainous scenery, waterfall, rafting, hiking, wildlife especially Sumatran Orangutan <i>Pongo abelii</i> (including the famous Bohorok Orangutan Rehabilitation Center) and Sumatran Elephants <i>Elephas maximus sumatranus</i>
Important fauna	Sumatran Tiger <i>Panthera tigris sumatrae</i> , Sumatran elephant Sumatran Rhino <i>Dicerorhinus sumatrensis</i> , Sumatran Orangutan, Clouded Leopard <i>Neofelis nebulosa</i> , and Malayan Sun-bear <i>Helarctos malayanus</i>
Important flora	Approximately 4,000 floral species dominated with 95 tree species of Dipterocarpaceae family, 74 species of rattan, endemic palm species ( <i>Johannesteijsmania altifron</i> ) and some Rafflesia species (i.e., <i>Rafflesia cropylosa</i> , <i>R. atjehensis</i> , <i>R. hassetii</i> and <i>Rhizanthus zippelii</i> )
Values of the park	<ul style="list-style-type: none"> <li>• Biological values as habitat for many Sumatran endangered wildlife species, as well as countless genetic sources</li> <li>• Important watershed and catchment areas for major rivers: Alas River and its branches and streams</li> <li>• Popular scenic and hiking and nature tourism</li> <li>• Important ecosystem services for the local communities</li> <li>• Declared as Biosphere Reserve in 1981 and registered as UNESCO Tropical Rainforest Heritage of Sumatra in 2004 (together with Kerinci Seblat and Bukit Barisan Selatan National Park)</li> </ul>
Cultural values	Traditional culture of Batak and Acehnese
Threat	<ul style="list-style-type: none"> <li>• Poaching, illegal logging, encroachment in particular for high economic plantation as us oil palm and rubber, illegal logging and illegal mining</li> <li>• Conversion for non-forest purposes such as urban area and agricultures</li> <li>• Road construction across the park's area which encourage illegal settlement along the new road</li> </ul>

Table 4.2. Opinion of the Head of Gunung Leuser National Park on the governance of the Park\*.

No	IUCN Principles	Opinion on Park Governance
1	Legitimacy and voice	<ul style="list-style-type: none"> <li>• Provincial and local government expressed their concerns and support only at formal meeting but not from the whole hearted.</li> <li>• Encroachment for the expansion of palm oils, rubber plantations and coffee keep progressing toward the Park. Enforcement is not really effective due to less support from local authorities.</li> <li>• In a big occasion or meeting where the Park is not the host, provincial, district and local communities expressed their disappointment and disagreement as why the central government kept giving their support toward the Park as habitat orangutan rather than to the communities who needs more land for economic development.</li> <li>• The Park area may only last for another 10 years at the most.</li> </ul>
2	Direction	<ul style="list-style-type: none"> <li>• As the long-term and annual plan of the Park is endorsed by provincial government, the provincial and district governments are well aware that there is a big and famous National Park under their administrative area.</li> <li>• The authorities in the region should also know the vision and the mission of the Park, as the Park kept informed them at any formal meeting but perhaps they do not - or to be precise they do not want to - understand the benefit of having a national park. Instead, the authority kept asking the economic benefit and share of the Park toward local economy.</li> <li>• For some reason, the provincial government has yet to endorse the provincial spatial plan where the Park is located.</li> <li>• Park programs consistent with endorsed vision and missions.</li> </ul>
3	Performance	<ul style="list-style-type: none"> <li>• As long as there is funding available in the Park's side and the activities were not involving the sensitive area such as encroachment area, local authorities and communities are willing to work together with the Park.</li> <li>• There are international and national NGOs who assisting the Park activities (e.g. biodiversity inventory, wildlife research, and training for ecotourism).</li> <li>• Surprisingly there are many travel agencies and local NGOs who still promoting the Park and its biodiversity.</li> </ul>
4	Accountability	<ul style="list-style-type: none"> <li>• The Park's web has been down for some time. The park has limited capacity to maintain the web.</li> <li>• The Park's progress report and financial disbursement to district and provincial as well as central government are submitted regularly.</li> </ul>
5	Fairness and right	<ul style="list-style-type: none"> <li>• It appears that local people are being treated unfairly by the central government and the Park because the two imposed regulations that prevent local communities to develop economic activities such as timber harvesting, oil palm and mining in the Park area.</li> <li>• Most people - if not all - who live around the Park do not believe that the Park has provide benefit to them.</li> </ul>
Park's main issues and problems		<ul style="list-style-type: none"> <li>• Understanding the benefit of having a national park.</li> <li>• Preventing illegal activities.</li> </ul>
Strong personal opinion		<ul style="list-style-type: none"> <li>• The Park may become a paper park soon as it is lacking strong support from both local community and local authorities.</li> <li>• The Park should have been equipped with strong enforcement brigade who are able to prevent the encroachment and even displace the current immigrant who occupied the Park area.</li> <li>• No idea how to get a sincere support from local community; at the moment only programs with generate economic income are interested to local communities.</li> <li>• Most of local communities always hope the Park degazettment may be happening in the near future as they could expand the very economic oil palm plantation.</li> </ul>

\* Phone interview on 31 August 2014 with Mr. Andi Basrul, who has been serving as the Head of Gunung Leuser National Park in 2011 - present (2014).

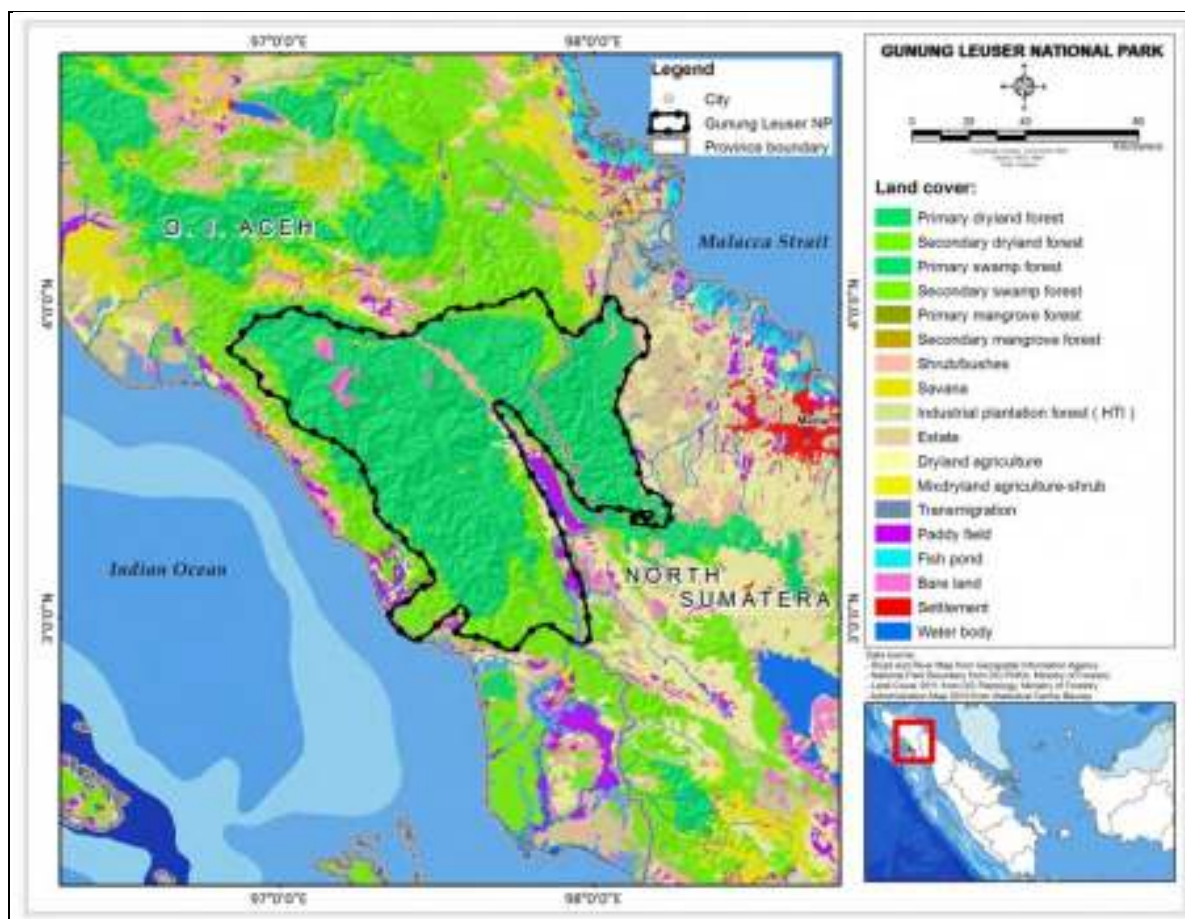


Figure 4.1. Map of Gunung Leuser National Park, Nangroe Aceh Darussalam.

Table 4.3. The IUCN governance's score of Gunung Leuser National Park in 2014.

No	Governance Principle	Community (n= 200)	Local Government and Partners (n=9)	Personal Opinion of the Head of the Park
1	Legal and legitimate	2.48	3.17	2.14
2	Voice	2.73	2.00	2.29
3	Direction	1.18	1.88	3.00
4	Performance	2.09	2.33	2.45
5	Accountability	1.68	1.67	-
6	Benefit sharing	2.26	2.38	2.67
7	Right and responsibility	2.02	2.63	3.00
	<b>Average</b>	<b>2.06</b>	<b>2.29</b>	<b>2.59</b>

-: To reduce bias there was no question on accountability addressed to the Head of the Park.  
Score 4: Excellent, 3: Good, 2: Adequate and 1: Inadequate.

The average score of governance given by local government and partners appears to be slightly higher than those provided by local communities who live in and around the park. Nevertheless both scores are fall within the range of adequate. Other important findings are:

- a. The Head of the Park appears to be pessimistic and undermined the existing support from local community, local government and partners. This is in line with his statement during the interview on legitimate support from local stakeholders toward Gunung Leuser National Park;



Table 4.4. Description of Kerinci Seblat National Park.

Protected area status	National park
Geographic location	Sumatra, 1°17'-3°36'S; 100°31' - 102°44'E
Year of declaration	1999
Area coverage	1,375,349 ha
The boundary status	Completed on 19 October 2004
Administrative location	The park stretches in 4 provincial administration: West Sumatra, Jambi, Bengkulu and South Sumatra
Management authority	Ministry of Forestry
Park's head office address	Jl. Basuki Rahmat no. 11, Sungai Penuh, Jambi
Number of supporting staff	196 persons
Average annual budget (in 5 years)	IDR 21,447,113,600.00
Management plan	Completed in 1995 for the period of 1995-2019
Park's zonation	Completed and consists of 6 zones
Number of Park's resort	14 resorts
Resort support staff and facility	Adequate
Collaborative partner	WWF Indonesia, Sumatran Rhino Foundation, WARSI, Conservation International, USAID -Tropical Forest Conservation Action (TFCA), GIZ-KFW Debt Swap for Nature
Land status	Forest area
Topographic and altitude	Mountainous ecosystems, part of Sumatran Mountain Ranges with elevation between 500 to 3,085 m asl
Climatic condition	Monsoon and tend to be wet with annual rainfall 3,000 mm and dry season less than 2 months; temperature 16°C - 28°C and humidity of 77%-92%
Ecosystem type	Tropical lowland forest (50-600 m), upland rain forest (600-1500m), sub-montane vegetation (1,500-2,500 m), shrub or fern (2500-2,800m) and sub-alpine vegetation (above 2,300 m)
Physical attractions	<ul style="list-style-type: none"> <li>• Mountainous scenic tropical forest area and with a number of upland lakes</li> <li>• A large and beautiful plateau area located inside the Park</li> </ul>
Important fauna	The Park is habitat for a number of Sumatran critical endangered such as Sumatran Rhino <i>Rhinoceros dicerorhinus</i> , Sumatran Tiger <i>Panthera tigris sumatrae</i> , Sumatran Elephants <i>Elephas maximus sumatranus</i> , Clouded Leopard <i>Neofelis nebulosa</i>
Important flora	Approximately 4,000 species of plant inhabited the park area with Dipterocarpaceae family as dominant species. The park also has rare and native species such as kerinci pine <i>Pinus merkusii</i> strain Kerinci, pacat wood <i>Harpulia alborea</i> , raflesia ( <i>Rafflesia arnoldi</i> and <i>R. hasseltii</i> ) and amorphophallus ( <i>Amorphophallus ompromi</i> and <i>A. decus-silvae</i> )
Values of the Park	<ul style="list-style-type: none"> <li>• The Park is the upper catchment area of 23 large rivers such as Batanghari and Musi River, both considered as the longest river in Sumatra, which flow to four provinces in the down streams.</li> <li>• The Park is listed as a 'Level 1' Tiger Conservation Landscape</li> <li>• The Park is registered as UNESCO's Tropical Rainforest Heritage of Sumatra in 2004 (together with Gunung Leuser National Park and Bukit Barisan Selatan National Park)</li> </ul>
Cultural values	Traditional community of Kubu tribe
Threat	<ul style="list-style-type: none"> <li>• Poaching, illegal logging, encroachment in particular for cinnamon trees <i>Cinnamomum</i> sp. , illegal logging and illegal mining</li> <li>• Conversion for non-forest purposes such as urban area and agriculture</li> <li>• Road construction across the Park's area, which encourage illegal settlement along the new road</li> </ul>

Table 4.5. Opinion of the Head of Kerinci Seblat National Park on the governance of the Park\*.

No	IUCN Principles	Opinion on Park Governance
1	Legitimacy and voice	<ul style="list-style-type: none"> <li>• It seems that local authorities support and accept the presence of the Park as it reflected by their voice in most of the formal meeting. Though, it is not clear whether the supports are whole hearted.</li> <li>• Although local communities appear to well aware the boundary of the Park, it is obvious that most local communities are not in the Park's side, as encroachment for commercial plantation, mining and illegal poaching here and there are still occurred.</li> </ul>
2	Direction	<ul style="list-style-type: none"> <li>• As required, the long-term and annual plan of the Park is endorsed by provincial government, and so do the vision and mission.</li> <li>• The Park area is incorporated under the provincial spatial plans and 13 district plans so that in theory in the long-run there will be no proposed legal conversion of the Park area endorsed, except for the purposes of road development.</li> <li>• Park programs consistent with the endorsed vision and missions.</li> </ul>
3	Performance	<ul style="list-style-type: none"> <li>• In order to maintain the Park's vision and to achieve the agreed mission, the Park has collaborated with local university and international/national/local NGOs.</li> <li>• Activities likes Park boundary monitoring, wildlife inventory and monitoring and outreach programs are implemented in cooperation with local universities and NGOs.</li> <li>• There are many travel agents and local NGOs who promote the Park and its biodiversity.</li> </ul>
4	Accountability	<ul style="list-style-type: none"> <li>• The web has been down for some time, but the Park produces periodic journal distributed to the stakeholders.</li> <li>• The Park's progress report and financial disbursement to district and provincial as well as central government are submitted regularly.</li> </ul>
5	Fairness and right	<ul style="list-style-type: none"> <li>• Many people who live inside the Park thought that they are being treated unfairly by the Park because it imposed regulations that prevent local communities to develop economic activities, such as timber harvesting, oil palm and mining in the Park area.</li> <li>• Not many people who live in and around the Park believe that the Park has provide benefit to them.</li> </ul>
Park's main issues and problems		<ul style="list-style-type: none"> <li>• Understanding the benefit of having the National Park.</li> <li>• Preventing illegal activities.</li> </ul>
Strong personal opinion		<ul style="list-style-type: none"> <li>• Managing Kerinci Seblat National Park is extremely difficult as the area encompasses four provinces and 13 districts.</li> <li>• The Park should have been supported by adequate funding for community empowerment and strong enforcement brigade to prevent the encroachment and illegal activities in the Park area.</li> <li>• There are too many access to the Park area, making it very difficult to prevent illegal activities in the Park area.</li> <li>• Local government often inconsistent in supporting the Park's vision and mission.</li> </ul>

\* Phone interview on 29 August 2014 with Mr. Arif Tongkage, who served as the Head of Kerinci Seblat National Park in 2012-present.

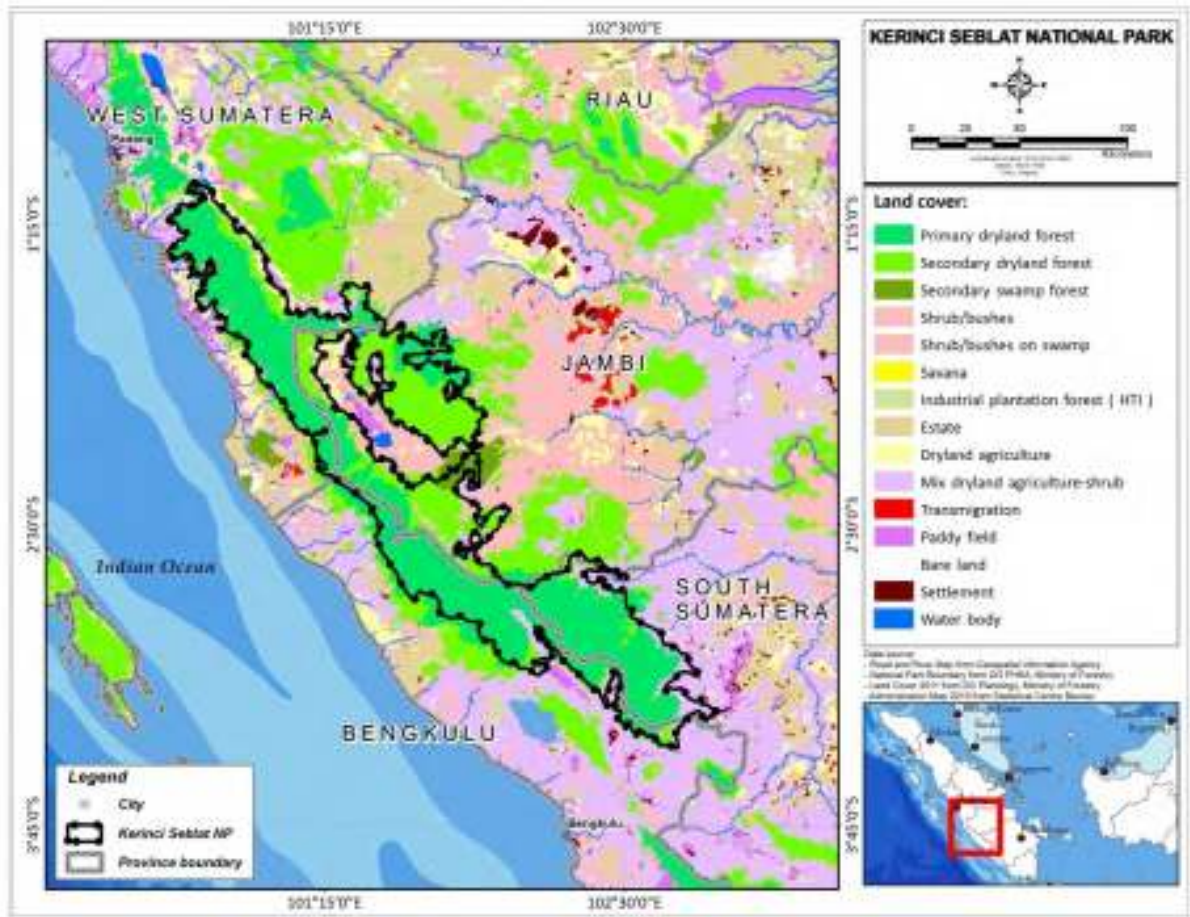


Figure 4.2. Map of Kerinci Seblat National Park.

Table 4.6. The IUCN governance's score of Kerinci Seblat National Park in 2014.

No	Governance Principle	Community (n=268)	Local Government and Partners (n=11)	Personal Opinion of the Head of the Park
1	Legal and legitimate	2.30	2.90	2.71
2	Voice	2.16	1.77	2.57
3	Direction	1.01	1.75	1.25
4	Performance	1.50	1.90	2.18
5	Accountability	1.20	1.74	-
6	Benefit sharing	1.82	2.13	3.67
7	Right and responsibility	1.57	2.00	2.00
<b>Average</b>		<b>1.65</b>	<b>2.03</b>	<b>2.39</b>

-: To reduce bias there was no question on accountability addressed to the Head of the Park.

Score 4: Excellent, 3: Good, 2: Adequate and 1: Inadequate.

The average score of governance given by local government and partners to Kerinci Seblat National Park appears to be slightly higher than those provided by local communities who live in and around the park. Accordingly the scores are fall within the different range of score line. Other important findings are:

- With the exception of the judgment of benefit sharing, in general personal opinion of the Head of the Park is considered not too far deviate from those given by local stakeholders;



Table 4.7. Description of Halimun Salak National Park.

Protected area status	National park
Geographic location	West Java, 06° 32'-06° 55' S - 106° 13'-106° 46' E
Year of declaration	2003
Area coverage	113,357 ha
The boundary status	Completed on 10 June 2003
Administrative location	The Park area covers two provincial administration: West Jawa and Banten
Management authority	Ministry of Forestry
Park's head office address	Jl. Kabandungan, Parung Kuda; Sukabumi, West Java
Number of supporting staff	94 persons
Average annual budget (in 5 years)	IDR 11,484,966,400.00
Management plan	Completed in 2000 for the period of 2000-2024
Park's zonation	Completed and consists of 7 zones
Number of Park's resort	17 resorts
Resort support staff and facility	Good
Collaborative partner	JICA, Chevron, Aqua Indonesia and PT Aneka Tambang
Description site	The park is among the few pristine tropical forest ecosystems in Java which also home for critical and endangered species
Land status	Forest area
Topographic and altitude	Mountainous areas with elevation between 500 to 1929 m asl
Climatic condition	Monsoon type with very wet climate and annual rainfall between 4,000-6,000 mm. Temperature between 20 C° - 30C° and humidity of 70%-90%
Ecosystem type	Tropical rainforest to tropical rain mountain forest (sub-montane to montane zone)
Physical attractions	Scenic tropical forest, popular hiking area, waterfall, rafting and traditional ceremony of the old Sundanese communities
Important fauna	The Park is a habitat for a number of critical and endangered species such as Javan Hawk-eagle <i>Nisaetus bartelsi</i> , Javan Gibbon <i>Hylobates moloch</i> and Javan Leopard <i>Panthera pardus</i>
Important flora	The Park is inhabited to many Javan native tree species such as <i>Altingia exelsa</i> , <i>Schima wallichii</i> , and <i>Castanopsis javanica</i>
Values of the park	<ul style="list-style-type: none"> <li>• Important role for the sanctuary of critical and endangered species as mentioned previously</li> <li>• Important catchment area for the source of freshwater in the down streams for both provinces (West Java and Banten) and equally important as the natural regulator for surface runoff which flow to the provinces</li> <li>• Important area for the source of geothermal energy operated by Chevron and electrified to some of the Java area</li> </ul>
Cultural values	Traditional communities ( <i>adat</i> ) Kasepuhan Banten Kidul
Threat	Illegal mining and encroachments

Table 4.8. Opinion of the Head of Gunung Halimun Salak National Park on the governance of the Park\*.

No	IUCN Principles	Opinion on Park Governance
1	Legitimacy and voice	<ul style="list-style-type: none"> <li>• Most - if not all - <i>adat</i> communities who live in Gunung Halimun Salak supports the presence of National Park. Following the decision of the Constitutional Court No. 35 regarding tenure for <i>adat</i> communities, the arrangement with these communities will be adjusted to the Court decision.</li> <li>• There are migrant communities in the west side of the Park who still questions the benefit the Park owing to their present as the illegal gold miner in the Park area.</li> <li>• Park boundary is well accepted by the stakeholders.</li> </ul>
2	Direction	<ul style="list-style-type: none"> <li>• The long-term and annual plan is well coordinated with stakeholders and endorsed by local authorities.</li> <li>• Stakeholders know and understand the vision and mission of the Park.</li> <li>• Park programs are discussed with stakeholders and some of them are supported by the partners such as Chevron, Aqua Indonesia and Aneka Tambang (the state owned mining company).</li> <li>• Park programs are well coordinated with local government and consistent with vision and missions.</li> </ul>
3	Performance	<ul style="list-style-type: none"> <li>• The Park has long established stakeholders partners namely <i>Gede Pahala</i> (Gede Pangrango Halimun Salak) who supervise and control the Park activities.</li> <li>• Working in the field such as outreach, community empowerment and biodiversity assessment and monitoring with partners and stakeholders are common practices in the Park.</li> <li>• There are many travel agents and local NGOs who promote the Park and its biodiversity.</li> </ul>
4	Accountability	<ul style="list-style-type: none"> <li>• The Park has an active web and periodical journal which delivered and reported Park activities, progress, financial support and voices of stakeholders.</li> <li>• The Park also reported regularly progress activities and financial disbursement to district and provincial as well as central government.</li> </ul>
5	Fairness and right	<ul style="list-style-type: none"> <li>• Except for those migrants who work as illegal miners there are no issues on fairness are raised.</li> <li>• The communities are benefiting the clean freshwater from the Park, inflow of ecotourism which generate economic income and Corporate Social Responsibilities (CSR) from the companies operated nearby the Park.</li> </ul>
Park's main issues and problems		<ul style="list-style-type: none"> <li>• Illegal mining activities.</li> </ul>
Strong personal opinion		<ul style="list-style-type: none"> <li>• The Park put a high respect to the <i>adat</i> community and its practices as long as they are abide by the current consensus and law.</li> <li>• The Park has never negotiated with the migrants who keep provoking <i>adat</i> community to disagree with the Park existence.</li> <li>• The Park is working with local authorities to displace the migrants from the Park area.</li> </ul>

\* Direct interview on 24 August 2014 with Mr. Tri Siswo Raharjo, who has been serving as the Head of Gunung Halimun Salak National Park in 2012-present.

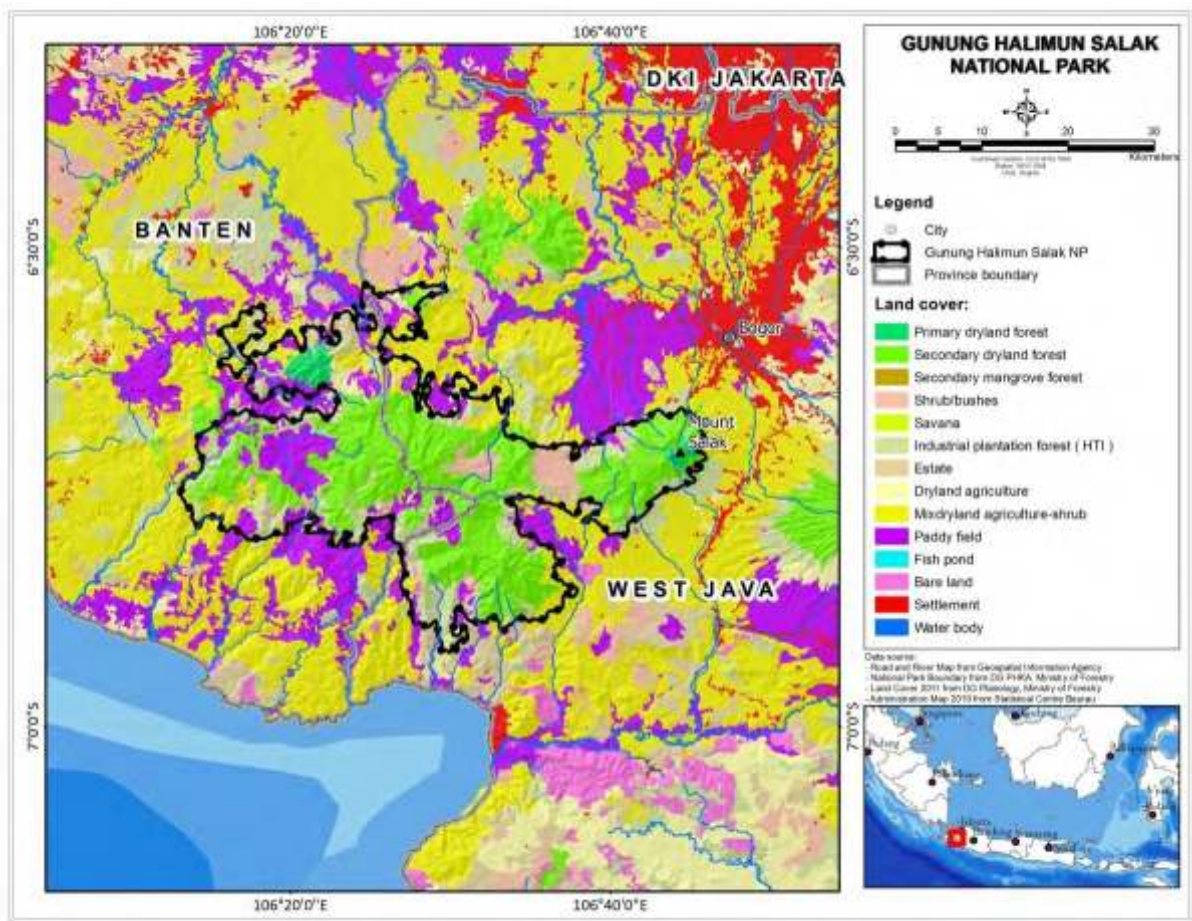


Figure 4.3. Map of Halimun Salak National Park.

Table 4.9. The IUCN governance’s score of Halimun Salak National Park in 2014.

No	Governance Principle	Community (n=421)	Local Government and Partners (n=14)	Personal Opinion of the Head of the Park
1	Legal and legitimate	2.44	2.97	3.29
2	Voice	2.21	2.08	3.43
3	Direction	0.97	2.02	2.50
4	Performance	1.86	2.32	2.55
5	Accountability	1.63	1.75	-
6	Benefit sharing	2.13	2.92	4.00
7	Right and responsibility	1.65	2.16	3.00
<b>Average</b>		<b>1.84</b>	<b>2.32</b>	<b>3.13</b>

-: To reduce bias there was no question on accountability addressed to the Head of the Park  
 Score 4: Excellent, 3: Good, 2: Adequate and 1: Inadequate

The average score of governance given by local government and partners to Halimun Salak National Park appears to be much higher than those provided by local communities who live in and around the park. Accordingly both scores are fall within the different range of grid line. Some other important results are:

- The Head of the Park has slightly miscalculated the condition on legal and legitimate support given by the stakeholders to Halimun Salak National Park, as he considered the support to the park is reasonably good;



Table 4.10. Description of Komodo National Park.

Protected area status	National park
Geographic location	Nusa Tenggara, 08°23'-08°50' S - 119°22'-119°49 E'
Year of declaration	1983
Area coverage	173,000 ha
The boundary status	Completed on 29 February 1992
Administrative location	Manggarai Barat District, Nusa Tenggara Timur Province
Management authority	Ministry of Forestry
Park's head office address	Jl. Kasimo, Labuan Bajo; Ruteng-Nusa Tenggara Timur
Number of supporting staff	89 persons
Average annual budget (in 5 years)	IDR 15,781,732,800.00
Management plan	Completed in 2000 for the period of 2000-2025
Park's zonation	Completed and consists of 9 zones
Number of Park's resort	12 resorts
Resort support staff and facility	Excellent
Collaborative partner	UNESCO, The Nature Conservancy
Description site	The Park is important area for conserving the endangered the ancient and endemic species of Komodo Dragon <i>Varanus komodoensis</i> , the world's largest lizard
Land status	Forest, coastal marine areas
Topographic and altitude	Lowland dry ecosystem with rugged and rounded hill landscape with an altitude range from 0-735 m asl
Climatic condition	Hot and dry climate with annual rainfall between 800-1,000 mm. Daily temperatures during the dry season from May to October is around 40° C. The wet season normally occurs for only 3-4 months
Ecosystem type	Savannah ecosystem, lowland dry tropical forest, coastal and mangrove and coral reef ecosystems
Physical attractions	The ancient and largest Komodo Dragon and savannah as well the looking old rugged and dry hilly and mountain area
Important fauna	Komodo <i>Varanus komodoensis</i>
Important flora	Lontar trees <i>Borassus flabellifer</i>
Values of the park	<ul style="list-style-type: none"> <li>• Habitat of the ancient and endangered species, national and international tourist destination</li> <li>• Pristine coral reef ecosystems</li> <li>• The park was declared as Biosphere Reserve in 1977</li> </ul>
Cultural values	Traditional Bajo and Bugis community
Threat	<ul style="list-style-type: none"> <li>• Poaching the prey animals such wild bull and deer</li> <li>• Bombing coral reef ecosystems and expansion of settlement</li> </ul>

Table 4.11. Opinion of the Head of Komodo National Park on the governance of the Park\*.

No	IUCN Principles	Opinion on Park Governance
1	Legitimacy and voice	<ul style="list-style-type: none"> <li>• In the past, there were always problems in the Park starting from illegal fishing to coral and fish bombing. From now on there is no such as things happening in the area. Enforcement followed by community economic empowerment are the key issues to resolve the problems.</li> <li>• The perpetrators are mostly migrant fishermen from the other islands who like to obtain results with less effort (by using bomb). Therefore, enforcement programs and activities should always be a priority.</li> <li>• Now local authorities and local fishermen are fully in the Park's side.</li> </ul>
2	Direction	<ul style="list-style-type: none"> <li>• The Park's vision and mission are consulted and endorsed by stakeholders which include local communities so do the long-term and annual plan.</li> <li>• Park programs and activities are discussed with stakeholders and most of them are implemented together with the stakeholders.</li> <li>• Park programs and activities are consistent with the endorsed vision and missions.</li> </ul>
3	Performance	<ul style="list-style-type: none"> <li>• The Park has established a number of ecotourism programs which provide wide open opportunities to local stakeholders for their involvement such as homestay, tour guide and interpretations, and ocean-cruises.</li> <li>• Aside from local authority, provincial and central government has strongly support the event of Sail Komodo hosted by the Park in 2013.</li> <li>• Routine wildlife inventory, outreach and field patrol are mostly carried out together with local communities.</li> <li>• There are many travel agents and local NGOs who promote the Park and its biodiversity.</li> <li>• In Padar Island where Komodo has long extirpated for years, recently the species is returning due to its favorable ecological condition where poaching for the prey has no longer occurred.</li> </ul>
4	Accountability	<ul style="list-style-type: none"> <li>• Active web, not only belong to the Park but also stakeholders, provide useful information to the public in particular those who wish to visit the Park.</li> <li>• Periodical journal which delivered and reported Park activities, progress, financial support and voices of stakeholders are available both in the Park and in the public area, such as airport of Labuan Bajo and tour operators.</li> <li>• The Park also reported regularly progress activities and financial disbursement to district and provincial as well as central government.</li> </ul>
5	Fairness and right	<ul style="list-style-type: none"> <li>• No issues of fairness and benefit sharing were raised, at least for the past 3 years.</li> <li>• The communities are benefiting from the park ecotourism and other park management activities.</li> </ul>
Park's main issues and problems		<ul style="list-style-type: none"> <li>• Illegal fishing activities.</li> </ul>
Strong personal opinion		<ul style="list-style-type: none"> <li>• Strong and regular enforcement programs followed by economic empowerment toward the community had created Komodo National Park very peaceful and interested to the tourism communities.</li> <li>• Failure to implement enforcement programs properly, would make the Park environment disorder and disrespectful.</li> </ul>

\* Direct interview on 24 July 2014 with Mr. Sustyo Iriyono, who has served as the Head of Komodo National Park in 2011-2014.

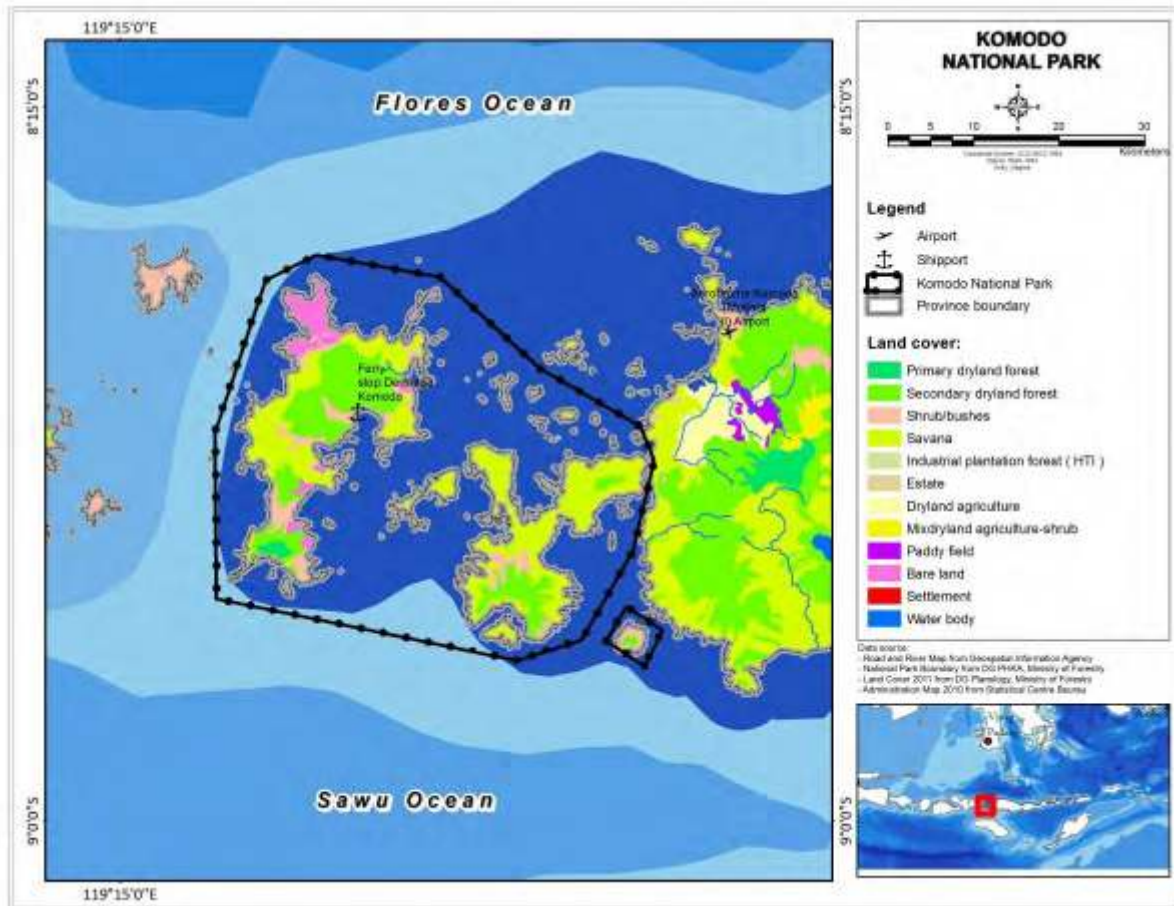


Figure 4.4. Map of Komodo National Park.

Table 4.12. The IUCN governance’s score of Komodo National Park in 2014.

No	Governance Principle	Community (n=241)	Local Government and Partners (n=4)	Personal Opinion of the Head of the Park
1	Legal and legitimate	2.95	1.83	3.00
2	Voice	2.91	1.64	3.00
3	Direction	1.19	1.63	2.75
4	Performance	2.42	2.17	2.45
5	Accountability	1.86	0.50	-
6	Benefit sharing	2.23	3.50	3.67
7	Right and responsibility	2.00	2.43	2.50
<b>Average</b>		<b>2.22</b>	<b>1.96</b>	<b>2.89</b>

-: To reduce bias there was no question on accountability addressed to the Head of the Park  
 Score 4: Excellent, 3: Good, 2: Adequate and 1: Inadequate

The average score of governance given by local government and partners to Komodo National Park appears to be much smaller than those provided by local communities who live in and around the park. Accordingly both scores are fall within the different range of grade. Other important findings are:

- a. In average, the personal opinion of the Head of the Park appears to be much higher than that given by local stakeholders;
- b. The Park received better support on legal and legitimate principle from the local community than those provided by local government and partners. The score of support from local community is correctly estimated by the Head of the Park;



Table 4.13. Description of Kayan Mentarang National Park.

Protected area status	National park
Geographic location	Northeast Kalimantan, 01° 59'-04° 24'N- 114° 49'-116° 16'E
Year of declaration	1996
Area coverage	1,360,500 ha
The boundary status	Completed on 7 October 1996
Administrative location	The Park area is located under two district administrative of Malinau and Nunukan which both belong to the province of North Kalimantan
Management authority	Ministry of Forestry
Park's head office address	Tarakan, North Kalimantan
Number of supporting staff	49 persons
Average annual budget (in 5 years)	IDR 10,629,533,000.00
Management plan	Completed in 2001 for the period of 2001-2025
Park's zonation	Ongoing process
Number of Park's Resort	3 resorts
Resort support staff and facility	Inadequate
Collaborative partner	FoMMA, WWF Indonesia, GIZ FORCLIME and DANIDA
Description site	Located in the northeast of Kalimantan, the mountainous Park has important role as a catchment area for the three big rivers: Kayan River, Seyayap River and Sembakung River, which regulate the hydrological characteristic to prevent overflow of surface runoff and to provide of freshwater for people who live in downstream in the districts of Malinau, Berau and Tanjung Selor
Land status	Forest area
Topographic and altitude	Mountainous ecosystems and rugged in the northern park with an altitude between 200-3,000 m asl
Climatic condition	Almost wet throughout the year with annual rainfall of 3,000 to 4,000 mm. The wettest condition occurs between November and February. Temperature between 25-29° C. Humidity between 80% - 90%
Forest type	Lowland tropical forest with heath forest and grassland ecosystems to the upland tropical forest
Physical attractions	Mountainous ecosystems and biodiversity richness
Important fauna	The park is habitat for at least 150 species of Bornean mammals including big mammals such as Banteng <i>Bos javanicus</i> , Malayan bear <i>Helarctos malayanus</i> , and Bornean Clouded Leopard <i>Neofelis nebulosa</i> . The Park is also home for about 337 species of birds including endangered bird species such as Wrinkled Hornbill <i>Aceros corrugatus</i> , Black Hornbill <i>Anthracoceros malayanus</i> , Helmeted Hornbill <i>Buceros vigil</i> , as well as Straw-headed Bulbul <i>Pycnonotus zeylanicus</i>
Important flora	The Park has immense rich in flora species from orchids, pitcher plants to rattan, palm and tree species. Important tree species include <i>Dyera costulata</i> , <i>Gonystylus bancanus</i> , <i>Agathis borneensis</i> , and <i>Eusideroxylon zwageri</i>
Values of the park	The Park is located in the border between Indonesia and Sabah, Malaysia state and the biggest area of its kind in Indonesia and perhaps in Borneo Island to protect the Borneo mountain eco-region. The Park is also central to the Heart Borneo Initiative, the program of three countries (Indonesia, Malaysia and Brunei) to promote low carbon sustainable development
Cultural values	There are at least 25,000 Dayak family living in and around the Park from various tribes such as Punan, Kenyah, Lun Dayeh and Iban
Threat	Poaching, encroachment and urban and infrastructure development

Table 4.14. Opinion of the Head of Kayan Mentarang National Park on the governance of the Park\*.

IUCN Principles		Opinion on Park Governance
1	Legitimacy and Voice	<ul style="list-style-type: none"> <li>It is very comfortable and enjoyable being worked in Kayan Mentarang National Park, mainly because most people - both local government and in particular local communities - in the Malinau District are very supportive toward the park.</li> <li>There are some people from the Nunukan District, mostly migrant who still provoked local communities to question the benefit of the National Park.</li> <li>Credit to WWF Indonesia who has been working with local communities since early 1990's in Kayan Mentarang has enlighten people on the concept of national park.</li> <li>Local communities through the <i>FoMMA (Adat Community Forum)</i> and <i>Dewan Penentu Kebijakan</i> (Board of the Park) support the presence of the National Park and supervises the Park's programs and activities.</li> </ul>
2	Direction	<ul style="list-style-type: none"> <li>Local government, in particular the Malinau Dsitrict, appears to well understand the vision and mission of the Park.</li> <li>Malinau District has allocated annual financial support to <i>Dewan Penentu Kebijakan</i> to ensure the board would closely monitor the Park programs and activities since a long time ago.</li> <li>The Park is always part of both provincial and district partners in developing annual and spatial programs.</li> <li>The Park's programs are consistent with the agreed vision and missions.</li> </ul>
3	Performance	<ul style="list-style-type: none"> <li>The Park and local communities are hand in hand in doing programs and activities starting from planning to activities implementations.</li> <li>Outreach, field monitoring, mapping and various training for local capacity improvement are normally conducted together with local communities.</li> <li>The Park - with the help of communities - is very responsive on inquiry to curb illegal activities.</li> </ul>
4	Accountability	<ul style="list-style-type: none"> <li>Aside from the fact that Park has an active web, it also produces quarterly journal and report publishing Park's progress activities and financial support. The journal is disseminated to the relevant Park's stakeholders.</li> <li>The Park also reports progress and financial disbursement to district and provincial as well as central government regularly.</li> </ul>
5	Fairness and Right	<ul style="list-style-type: none"> <li>It appears there are no issues on fairness and right so far in Kayan Mentarang National Park.</li> <li>People has enjoy they right to express their voices and the Park has never imposed any things without their consent.</li> </ul>
Park's main issues and problems		<ul style="list-style-type: none"> <li>High cost to maintain the engagement with local communities, as access to villages across the Park is very limited.</li> </ul>
Strong personal opinion		<ul style="list-style-type: none"> <li>The Park needs to find better way to keep the support local community.</li> <li>The community at the moment are very isolated and need more access toward better economy, health and education.</li> <li>The fact that the Park is physically isolated and rugged, it prevents from the interest partied of exploiting its economic resources.</li> <li>The potential threatened national programs, provided business as usual, are constructing Kalimantan road network along the territory national border which goes along the northern Park border.</li> </ul>

\* Phone interview on 30 August 2014 with Mr. Helmi, who has served as the Head of Kayan Mentarang Park in 2011-2014.

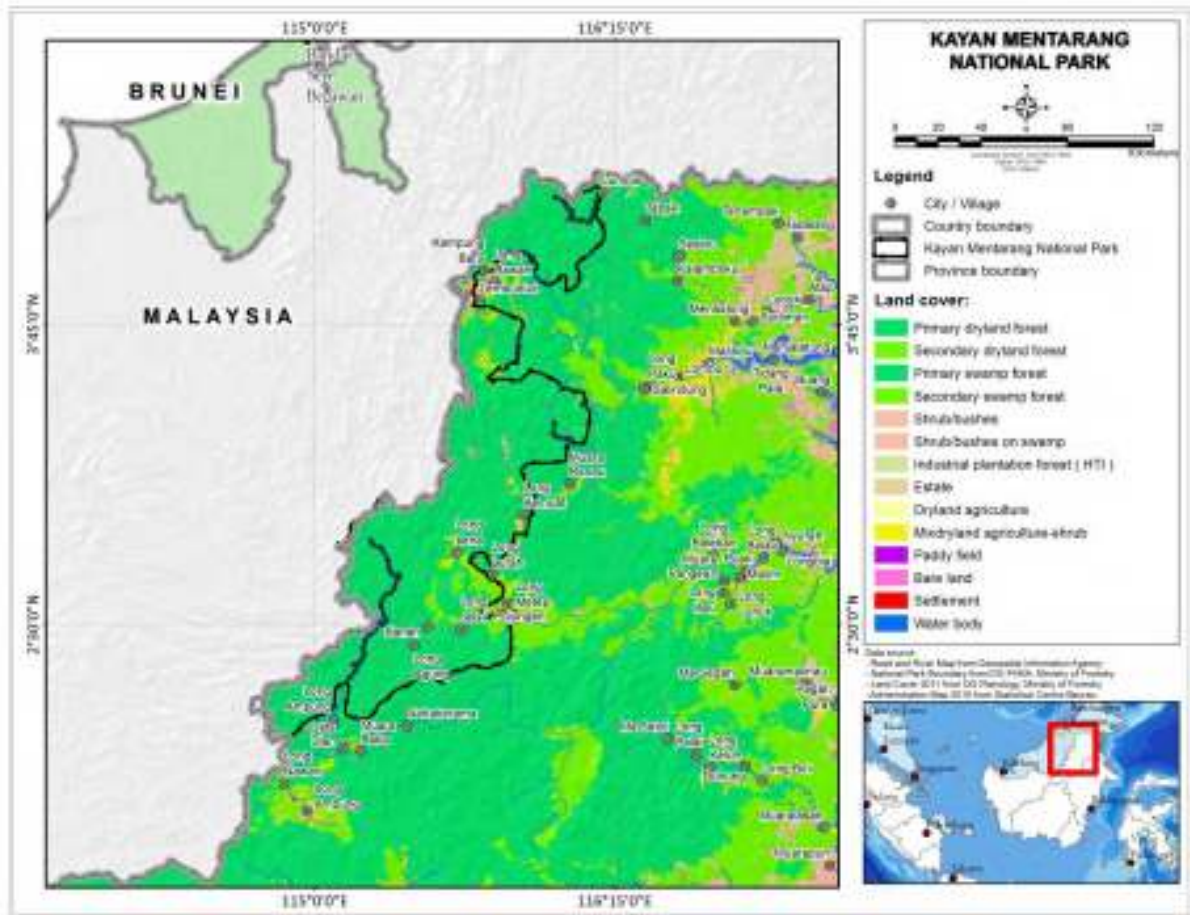


Figure 4.5. Map of Kayan Mentarang National Park.

Table 4.15. The IUCN governance's score of Kayan Mentarang National Park in 2014.

No	Governance Category	Community (n=216)	Local Government and Partners (n=3)	Personal Opinion of the Head of the Park
1	Legal and legitimate	2.15	2.92	2.86
2	Voice	2.35	2.07	2.86
3	Direction	1.19	2.00	3.00
4	Performance	1.53	1.54	2.00
5	Accountability	0.71	1.00	-
6	Benefit sharing	2.28	2.63	2.00
7	Right and responsibility	1.65	2.35	2.00
	<b>Average</b>	<b>1.69</b>	<b>2.07</b>	<b>2.45</b>

The average score of governance given by local government and partners to Kayan Mentarang National Park appears to be much higher than those provided by local communities who live in and around the park. Accordingly both scores are fall within the different range of grade. Some other important findings are:

- a. Local government and partners has given more support on legal and legitimate issues as compared to those that given by local community. This is in line with the rating score given by the Head of the Park;



Table 4.16. Description of Lore Lindu National Park.

Protected area status	National park
Geographic location	Central Sulawesi, 01° 03'-01° 58' S; 119° 57' -120° 22' E
Year of declaration	1999
Area coverage	229,000 ha
The boundary status	Completed on 10 May 1993
Administrative location	The Park is located within the Poso and Sigi District. Both Districts are under direct coordination of the Central Sulawesi Province.
Management authority	Ministry of Forestry
Park's head office address	Jl. Mawar 10, Palu, Central Sulawesi
Number of supporting staff	94 persons
Average annual budget (in 5 years)	IDR 14,462,501,600.00
Management plan	Completed in 2004 for the period of 2004-2029
Park's zonation	Completed and consist of 5 zones
Number of Park's Resort	12 resorts
Resort support staff and facility	Adequate
Collaborative partner	GIZ FORCLIME, TNC, Walhi, UN-REDD
Description site	The park is protected area for the biodiversity of Sulawesi and contain megaliths dating from 1,300 AD
Land status	Forest area
Topographic and altitude	The Park area is covering both lowland and upland tropical forest ecosystems with an altitude between 200-2,610 m asl
Climatic condition	Tropical climate type with high humidity. Annual rainfall more than 3,000 mm with temperature between 26°C-34°C, in high land it drops to 12°C and humidity ranges between 80%-90%
Forest type	Tropical lowland and upland forest
Physical attractions	The megaliths, rafting, lakes of Lindu, Gimpu, Wuasa and Bada and hot spring water
Important fauna	There are more than 77 mammals species including the endemic Tonkean Macaque <i>Macaca tonkeana</i> , Babirusa <i>Babirusa celebensis</i> and Sulawesi Bear Cuscus <i>Ailurops ursinus</i> as well as many other wildlife species
Important flora	Tropical swampy vegetation such as pandan <i>Dacrydium</i> sp, sagu <i>Burmannia disticha</i> , monsoon vegetation e.g., <i>Pterospermum</i> sp, and lowland and upland tropical trees such as <i>Artocarpus vriesianus</i> , and <i>Begonia</i> sp.
Values of the park	<ul style="list-style-type: none"> <li>• The Park is an important catchment area which drains the downstream area, through Umbasa and Palu Rivers in Central Sulawesi</li> <li>• The Park was declared as Biosphere Reserve in 1977</li> </ul>
Cultural values	<ul style="list-style-type: none"> <li>• There are 400 granite megaliths from the ancient period which spread in three valleys of Napu, Besoa and Bada</li> <li>• Traditional communities who live in and the border of the Park (ethnic groups of Kaili, Klavi and Lore)</li> </ul>
Threat	Poaching, illegal logging, encroachment and expansion of settlement

Table 4.17. Opinion of the Deputy Head of Lore Lindu National Park on the governance of the Park\*.

IUCN Principles		Opinion on Park Governance
1	Legitimacy and voice	<ul style="list-style-type: none"> <li>• In the last two years, there has been significant support from local authorities toward the Park. The two districts, Poso and Sigi, where the Park is located have recently declared as the model of conservation districts.</li> <li>• Except in the conflict areas (Dongi Dongi) where migrants occupied part of the Park area of about 4,000 ha, local communities are very supportive toward the Park.</li> </ul>
2	Direction	<ul style="list-style-type: none"> <li>• Local authorities and some communities involved in developing the Park's vision and mission. The authorities also set up periodical meeting with the Park to ensure that programs and activities are implemented in accordance to the agreed vision and mission.</li> <li>• The Park, in cooperation with local authorities and facilitated by the TNC, has long established 26 <i>Lembaga Konservasi Desa</i> (Village Institution for Conservation) across the area except the conflict area to support the Park programs and activities.</li> <li>• The Park's programs are consistent the agreed vision and mission.</li> </ul>
3	Performance	<ul style="list-style-type: none"> <li>• The Park and the stakeholders closely work together to implement Park's program such as outreach, field monitoring and ecotourism.</li> <li>• Local authorities in 2013 have allocated a number of lands outside the Park to relocate the migrants from Dongi Dongi area.</li> <li>• The Park since 2013 in cooperation with local stakeholders has started rehabilitating the degraded area by planting local species.</li> <li>• The Park, facilitated by TNC, has initiated to plant a conspicuous species along the Park border to easily recognize the Park areas.</li> </ul>
4	Accountability	<ul style="list-style-type: none"> <li>• The Park has an active web and periodically magazine which posting the Park's programs and progress activities.</li> <li>• The Park also reported regularly progress activities and financial disbursement to district and provincial as well as central government.</li> </ul>
5	Fairness and Right	<ul style="list-style-type: none"> <li>• Except for those of community who settle in Dongi Dongi, there are no issues of fairness and benefit sharing were raised.</li> <li>• The communities are benefiting from the Park's ecotourism and other Park management activities.</li> </ul>
Park's main issues and problems		<ul style="list-style-type: none"> <li>• Preventing progressive encroachment.</li> </ul>
Strong personal opinion		<ul style="list-style-type: none"> <li>• Personal and persuasive approaches appears to be better than strong enforcement.</li> </ul>

\* Phone interview on 31 August 2014 with Mr. Ahmad Yani, who has served as the Deputy Head of Lore Lindu National Park in 2011-present.

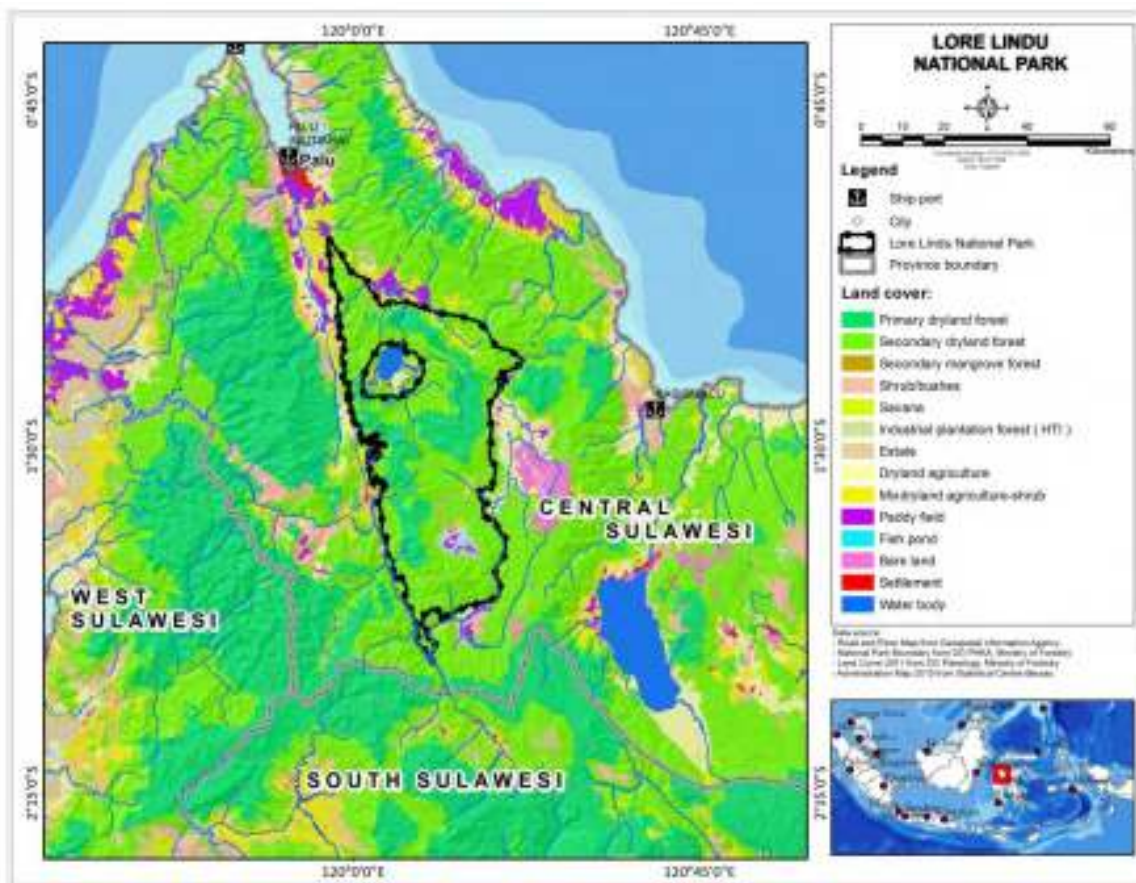


Figure 4.6. Map of Lore Lindu National Park.

Table 4.18. The IUCN governance's score of Lore Lindu National Park in 2014.

No	Governance Category	Community (n=240)	Local Government and Partners (n=2)	Personal Opinion of the Head of the Park
1	Legal and legitimate	2.60	3.17	2.86
2	Voice	2.18	1.50	3.00
3	Direction	0.99	1.63	2.00
4	Performance	1.84	2.42	2.64
5	Accountability	1.26	2.33	-
6	Benefit sharing	2.15	2.38	2.67
7	Right and responsibility	1.61	2.49	2.50
<b>Average</b>		<b>1.80</b>	<b>2.27</b>	<b>2.61</b>

The average score of governance given by local government and partners to Lore Lindu National Park appears to be much higher than those provided by local communities who live in and around the park. Accordingly both scores are fall within the different range of grade. Other important findings are:

- It appears there is a slightly different perception on the support of legal and legitimate opinion between community and local government plus partners. Nevertheless the rating given by local government plus partners is better than it claimed by the Park;
- The Park claimed to have a good rating in accommodating the voice of local stakeholders. On the other hand, local stakeholders, in particular local government and partners stated that for the issue of voice the Park has only presented a score between close to adequate score;



Table 4.19. Description of Wasur National Park, Papua.

Protected area status	National park
Geographic location	Papua, 08° 04' -09° 07' S; 140° 29' -141° 00' E
Year of declaration	1997
Area coverage	413,810 ha
The boundary status	Completed on 23 May 1997
Administrative location	The Park is located within Merauke and Yapen Waropen District, both under the direct supervision of Papua Province
Management authority	Ministry of Forestry
Park's head office address	Jl. Laksamana RE Martadinata, Merauke, Papua
Number of supporting staff	83 persons
Average annual budget (in 5 years)	IDR 11,564,605,800.00
Management plan	Completed in 2013 for the period of 2013-2022
Park's zonation	Completed and consists of 5 zones
Number of Park's resort	7 resorts
Resort support staff and facility	Inadequate
Collaborative partner	WWF
Description site	The largest wetland ecosystem in Papua and home for many biodiversity of the region
Land status	Forest area
Topographic and altitude	Lowland area with elevation of 90 m asl
Climatic condition	Tropical monsoon and tend to be dry with annual rainfall less than 500 mm. Wet season occurs between January–May with average temperature between 24°C to 33°C depending on the season. Humidity ranges from 76% to 85%.
Ecosystem type	Coastal, savannah, grassland, bamboo forest to wetland ecosystem
Physical attractions	The largest wetland ecosystem in Papua and large population of introduced species, the rusa deer
Important fauna	The park is home for Papuan marsupial species such as Agile Wallaby <i>Macropus agilis</i> and endangered birds species such as Pesquet's Parrot <i>Psittirichas fulgidus</i> , Greater Bird-of-Paradise <i>Paradisaea apoda</i> , King Bird-of-Paradise <i>Cicinnurus regius</i> , Red Bird-of-Paradise <i>Paradisaea rubra</i> and crocodilian species: New Guinean Crocodile <i>Crocodylus novaeguineae</i> and Saltwater Crocodile <i>Crocodylus porosus</i>
Important flora	Approximately 70% of the Park area is savannah and grassland with patchy lowland forest; the coastal area is dominated by mangrove species such as <i>Avicennia</i> sp., <i>Bruguiera</i> sp. and other coastal vegetations, e.g. <i>Terminalia</i> sp. and <i>Melaleuca</i> sp.
Values of the park	<ul style="list-style-type: none"> <li>• Largest wetland ecosystems with the least disturbed by human activity and its immense wildlife species</li> <li>• Rawa Biru Lake and its wildlife attraction</li> </ul>
Cultural values	There are four groups of local tribes living in the park: Kanume, Marind, Marori, and Yei Tribes who heavily depend to the park ecosystem for their subsistence
Threat	<ul style="list-style-type: none"> <li>• Illegal logging</li> <li>• Poaching, in particular for the crocodilian species and deer</li> <li>• Invasive and alien species, such as water hyacinth</li> </ul>

Table 4.20. Opinion of the Head of Wasur National Park on the governance of the Park\*.

IUCN Principles		Opinion on Park Governance
1	Legitimacy and voice	<ul style="list-style-type: none"> <li>It is hard to know whether the <i>adat</i> communities who reside in the Park area understood and accepted the presence of Wasur National Park. As a matter of fact, the <i>adat</i> communities keep requesting compensation from the Park because they are prohibited to freely harvest the Park's resources and sell the land to the immigrant people who wish to have land inside the Park for non-forest purposes.</li> <li>In any formal meeting, most of the local government officers - except the officers who represented central government operated in the region - express their support toward the existence of the Park.</li> <li>The main reason for local government to express their support to the Park is because its rules have been able to prevent the displacement of local/<i>adat</i> communities from the high demand of land trading in Merauke area.</li> </ul>
2	Direction	<ul style="list-style-type: none"> <li>Local government appears to know the vision and mission of the Park, though they may not well understand the substance.</li> <li>The long-term plan of the Park is endorsed by the District Planning Board and the annual plan is always coordinated with the District Annual Plan.</li> <li>It appears that local authorities have never bother with the Park programs and activities as long as there is no complaint from the local/<i>adat</i> communities.</li> <li>By far the Park has never been invited to the provincial meeting regarding planning or development of the province.</li> <li>Park' programs are consistent with agreed vision and mission.</li> </ul>
3	Performance	<ul style="list-style-type: none"> <li>The Park - in cooperation with local government - annually investing small scale local economic empowerment activities, in particular helping local/<i>adat</i> communities in planting cajuput oil and outreach programs.</li> <li>Local government - through the tourism agency - has started discussing to the programs in promoting the Park at local level.</li> <li>The Park is very responsive on inquiry to curb illegal activities such as commercial poaching and illegal land, and sand excavation inside the Park area.</li> </ul>
4	Accountability	Local government and the communities have never asked the progress report of the Park activities. However, the Park periodically reporting its activities, including financial disbursement, to the local and provincial government.
5	Fairness and Right	<ul style="list-style-type: none"> <li>Local/<i>adat</i> communities keep claiming that the Park has not provided any benefit for them and the Park has inability to provide them with adequate incentive. Instead, the Park is imposing many regulations e.g., sustainable hunting and commercial trading of wildlife to the communities.</li> <li>Compare to the annual investment for cajuput oil by local authorities to the communities living inside the Park which worth in between USD 100 to UDS 200 thousand, the Park is only able to support local community with Park rehabilitation and husbandry project with the value less than USD 10 thousand annually.</li> <li>Because of the failure to meet a very soaring demand of compensation by local/<i>adat</i> community, the freshwater district-owned company has stopped tapping freshwater from the lake inside the Park. For long the <i>adat</i> communities requested the company to pay USD 1 million to compensate the freshwater they benefit from the lake.</li> </ul>
The Park's main issues and problems		<ul style="list-style-type: none"> <li>Understanding the benefit of National Park toward local (government and communities).</li> <li>Whole hearted support from local government and local communities.</li> <li>The issue of high demand or commercial compensation by the <i>adat</i> communities.</li> </ul>
Strong personal opinion		<ul style="list-style-type: none"> <li>The Park needs dedicated partners who could help convincing the communities to understand the importance of Park for them.</li> </ul>

Based on phone interview on 1 September 2014 with Mr. Anggodo, who has served as the Head of Wasur National Park in 2013-present.

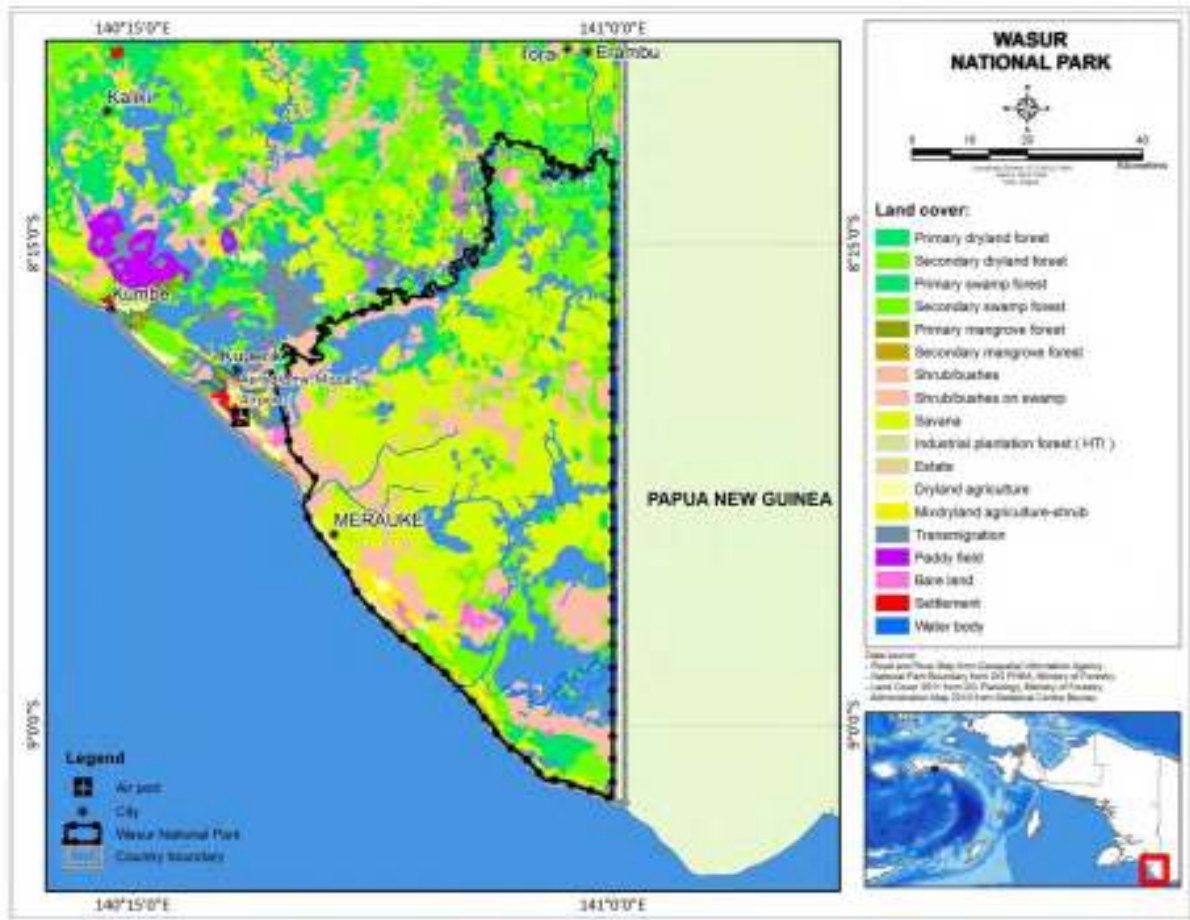


Figure 4.7. Map of Wasur National Park.

Table 4.21. The IUCN governance’s score of Wasur National Park in 2014.

No	Governance Category	Community (n=376)	Local Government and Partners (n=2)	Personal Opinion of the Head of the Park
1	Legal and legitimate	2.83	3.00	3.14
2	Voice	2.37	1.86	2.40
3	Direction	1.26	2.13	2.50
4	Performance	1.95	2.17	2.27
5	Accountability	1.39	2.33	-
6	Benefit sharing	2.61	3.25	3.00
7	Right and responsibility	1.88	2.24	2.50
	<b>Average</b>	<b>2.04</b>	<b>2.42</b>	<b>2.63</b>

The average score of governance given by local government and partners to Wasur National Park appears to be much higher than those provided by local communities who live in and around the park. Nevertheless both scores are fall within the same range of grade. Other important results are:

- a. The Park received comparable support of legal and legitimate from the community and local government plus partners. The rating support was concurred by the Head of the Park;





## V. ANALYSIS AND REFLECTION OF INDONESIAN NATIONAL PARK

The previous Chapters have described the history of the national park development in Indonesia and the assessment on governance of the selected parks using the principles and criteria taken from IUCN governance of protected area 2013. There may be biases on the results of the assessment due to the problems of questionnaires distribution to the target areas, number of samples and misunderstanding during the enumeration or interview process. However, it depicts the real output on the governance pictures of the selected park which might be useful for the future management of the park in Indonesia.

### 1. THE VOICE OF THE TRUTH

On this sense, there is a wide range of score given by local community and local government (plus partners) on the governance performance of the selected parks across the governance principles. For example the governance score line of Komodo National Park given by local government plus partners is between 0.50 (for accountability) to 3.50 (for benefit sharing). Nevertheless the average of governance score of the selected national park falls within a narrow interval between 1.84 (close to adequate) to 2.23 (adequate) with the highest score in Wasur National Park (2.23) and the lowest in Kerinci Seblat National Park (1.84).

However, there is also phenomenon, that as if all the Head of the selected parks have made a consensus in claiming that there are doing good governance, by asserting higher score to each of the principles than those local stakeholders thought and valued. On the other hand, it should be concerned that in average the selected parks have received low appreciation from local stakeholders on the key issues of governance such as direction and accountability.

Category wise, in average the higher score appears to fall in legal and legitimate (2.69, close to good) followed by benefit sharing (2.48, adequate), while the lower score occurs at direction (1.48, inadequate) and accountability (1.50, close to adequate). As mentioned earlier these figures are not completely consistent with the statement made by each of the Head of the park. While they are receiving adequate support on legal and legitimate issues from the stakeholders, the Head of the parks appear to be pessimistic (Gunung Leuser and Kerinci Seblat). On the other hand, in contrast to the lower appraisal given by local stakeholders on direction and accountability, all the Heads of the Parks clearly claimed that their park plan, vision and mission, as well as the programs are well coordinated with local government and local community.

The general, except for the case of Komodo National Park, local governments and partners in the remaining selected national park tends to give higher score of governance to the parks than those of local communities. The higher appreciation of local government and partner was given to Wasur (2.42, adequate) and Halimun Salak National Park and while lower score was indicated to Komodo National Park (1.96, close to adequate) and Kerinci Seblat (2.03, adequate).

Along the governance principle Komodo National Park were given higher appreciation from the community than those presented by local government and partners. Compared to the opinion of the Head of Komodo National Park in previous Chapter, the very low score given by local government and partner to the park on accountability (0.50, inadequate) is surprising, knowing that Komodo National Park appears to be the only park among selected parks which received the highest appreciation (3.50, close to excellent) from local government and partners on the issue of benefit sharing. Without a prejudice, perhaps the park has been working closer to the community rather than to local government







## 2. RESORT BASED MANAGEMENT AND ITS EVALUATION

At present there are 50 national parks in Indonesia. The stage of development and supporting systems of each national park vary from one park to another. Though government has issued a regulation on park management and zonation, it does appear that there are still differences in park management performance, in general the older parks seem to be in better condition such as facilities, staffing and management as well as performance than those of the newer one depending on the individual style and expertise of the park's managers.

In order to have a uniform management system thereby reduce the gap of the park performance and to accelerate the park development, emphasize the accountability of the park management as well as to create simplicity and measureable monitoring and evaluate of the park's performance, recently the Directorate General PHKA has developed a Resort Based Management (RBM) (Box 5.1).

In 2013, the Directorate of *KKBHL* (Directorate Conservation Area and Protection Forest, *Konservasi Kawasan dan Bina Hutan Lindung*), has conducted an assessment of management effectiveness of 50 national parks using the tools of RBM criteria and indicator. The evaluation was aimed to discover whether the current RBM system applied to the parks could indicate better park management and performance. The results of the evaluation for each park range from C (adequate) to A (excellent). As for the 7 selected national parks, it appears that they achieved good scores of RBM as all fall in the range of B to C (Table 5.1). Average scores for all seven national parks are presented in Fig. 5.3.

Table 5.1. The score of Resort Based Management (RBM) of the selected national parks, assessed by Directorate Conservation Area and Protection Forest in 2013.

Criteria and Indicator	Gunung Leuser	Kerinci Seblat	Halimun Salak	Komodo	Kayan Mentarang	Lore Lindu	Wasur
I. Precondition							
a Teamwork of RBM	3.0	3.0	2.0	4.0	3.0	3.7	3.0
b Planning for RBM	3.1	3.1	3.6	3.7	3.0	2.7	2.9
c Development of info-system of RBM	3.5	3.5	2.5	3.3	3.5	3.3	3.0
II. Implementation							
a Establishment of resort area and other support systems	2.8	2.8	3.0	3.5	2.8	3.8	2.8
b Development of resort institution	3.4	3.4	3.4	3.0	3.4	3.2	3.2
c Implementation of info-system	3.6	3.6	3.2	3.0	3.6	3.0	3.4
d Evaluation	4.0	4.0	3.5	3.0	4.0	3.0	3.5
Average score	<b>3.34</b>	<b>3.34</b>	<b>3.02</b>	<b>3.36</b>	<b>3.33</b>	<b>3.24</b>	<b>3.11</b>

Note: The original alphabetical score was modified to interval score of 1 to 4. Score of 4: Excellent, 3: Good, 2: Adequate, 1: Require improvement.

Source of data: Directorate Conservation Area and Protection Forest, PHKA

#### Box 4.1. Resort Based Management

In accordance to the Ministry of Forestry Decree No. 3 of 2007 on the Organization and Management of National Park, Article 31 regarding effectivity of national park management, the area of national park in Indonesia should be divided into Resorts, and so does the management. A Resort Manager shall be responsible to the respected head of the park.

To translate this Ministry Regulation, the Director General of Forest Protection and Nature Conservation issued a circulation letter No. S.295/IV-KKBHL/2011 to all the head of national parks to develop a system called Resort Based Management (RBM). The system requested each park to allocate funding, facilities and support staff for its resort, thereby the resort would run the area effectively. To ensure that the system is running properly, effective and accountable, the RBM has provided criteria and indicator, namely (1) arranging the RBM team, (2) planning for RBM, (3) development of information system for RBM, (4) development resort institution, and (5) RBM evaluation.

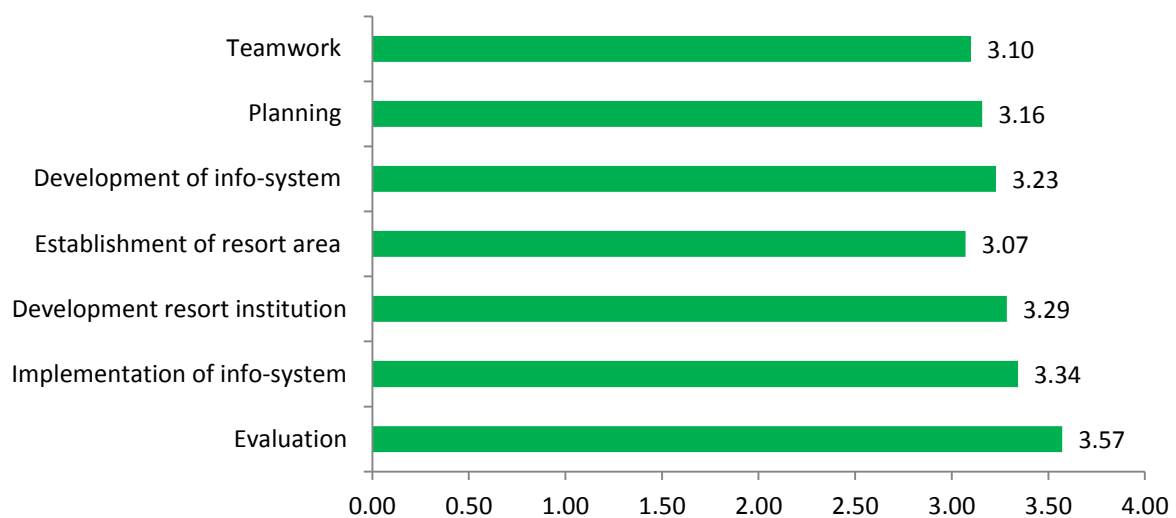


Figure 5.3. Governance scores for the seven selected national parks in Indonesia based on Resort Based Management criteria. Score 4: Excellent, 3: Good, 2: Adequate, 1: Inadequate.

The same selected national parks were also assessed using principles and criteria of IUCN governance for protected area. In terms of governance, the results suggest that the average scores of IUCN governance for 7 selected parks ranges between inadequate ( $< 2$ ) to adequate ( $\geq 2$ ). In general, the governance score given by local authorities and partners are higher than those provided by local communities who live in and around the parks. Nevertheless, the average total governance score is slightly lower than those score of RBM. The results of the assessment indicates that the average scores of the 7 governance categories of the selected national parks shows that each categories fall within the interval of adequate and inadequate. None of the category suggests the governance performance between good and even excellent (Fig. 5.4).

Clearly the RBM is an evaluation of national park performance using different set of criteria compare to IUCN Guidelines. Applying RBM for governance, no doubt that RBM seeks governance internally, while IUCN Guidelines assess both internal and external governance.

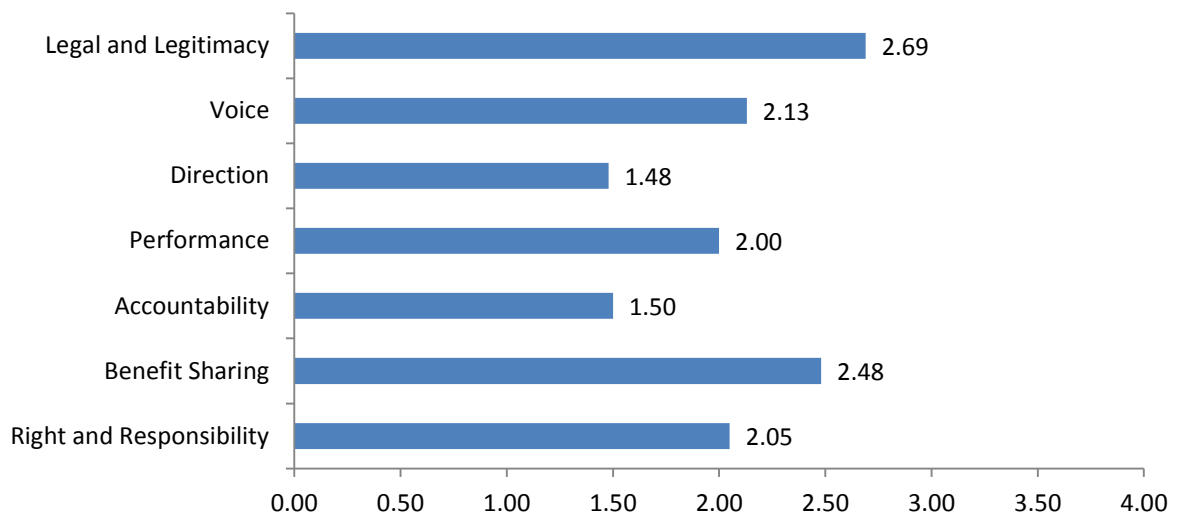


Figure 5.4. Governance scores for seven selected national parks in Indonesia based on IUCN Governance of Protected Area Principles. Score 4: Excellent, 3: Good, 2: Adequate, 1: Inadequate.

In theory, the better the resort management the more effective the park is. It may also mean that the smaller the size of the park or the shorter the span of control the better performance would be. To see whether there is a good relationship between RBM's score of the selected parks and the size of where the resort of the park is managed, a scatter plot between the two parameters is developed (Fig. 5.5).

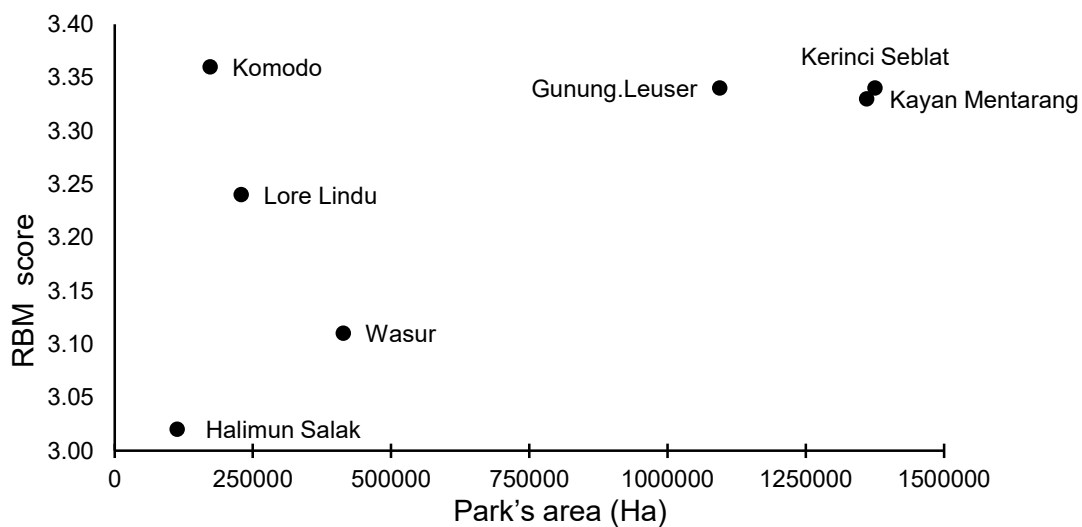


Figure 5.5. Scatterplot of Resort Base Management Score of the seven selected national parks against the park's size.

Unfortunately, the scatter plot does not show the case. Except for the case of Komodo National Park, Kerinci Seblat, Kayan Mentarang and Gunung Leuser National Park which cover much bigger area have higher RBM score than those smaller parks such as Halimun Salak, Wasur and Lore Lindu National Park. This shows that RBM does not always have a correlation with the size of the park. The RBM seems to be focused on internal management, meanwhile there are many other external parameters such as social-economic community, local government policy and programs as well as the stakeholders role and contribution to the park that need to be further considered included in managing the park.

In addition, using similar thinking, there should also be a correlation between governance and effective management measured by RBM. Ideally, better governance would reflect a good management and hence RBM. To observe the relationship a scatter plot of the two variables was developed. Unfortunately, the result does not really suggest the correlation between the two parameters (Fig.5.6). Perhaps because the RBM does not have components related to governance such as legal and legitimate, accountability, and benefit sharing (Table 5.2).

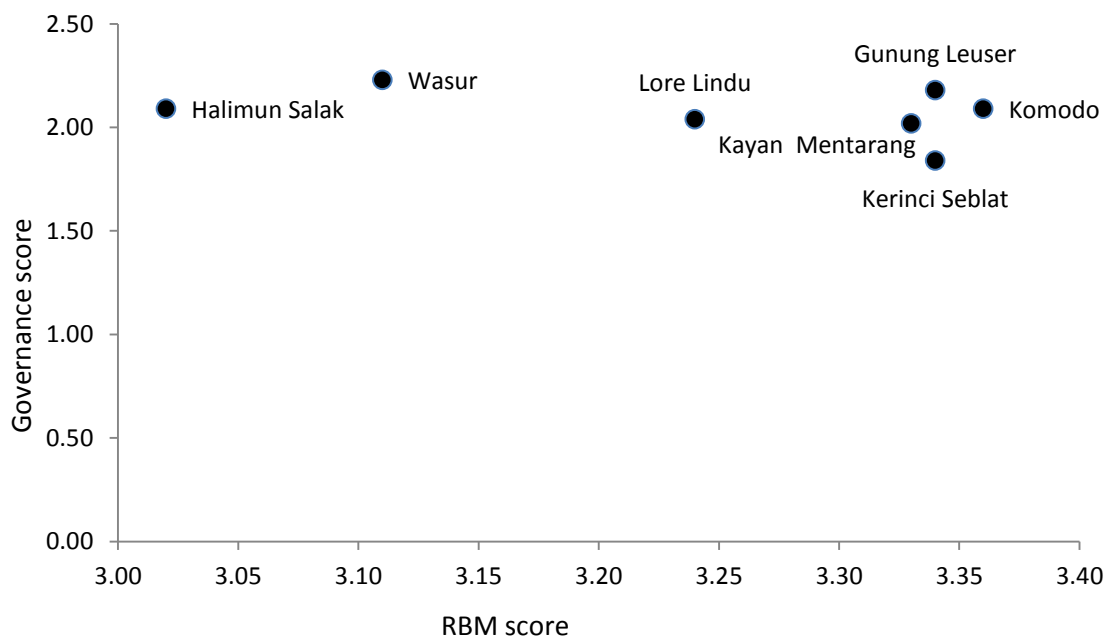


Figure 5.6. Scatterplot of RBM's score against governance's score of the selected national parks.

Table 5.2. Parameters of governance and RBM assessed to the selected national parks in Indonesia in 2013-2014.

No	Governance Principles Adjusted from the IUCN Governance of Protected Area	No	Resort Based Management Components
1	Legal and legitimate	1	Teamwork of RBM
2	Voice	2	Planning for RBM
3	Direction	3	Development of info-system of RBM
4	Performance	4	Establishment of resort area and other support systems
5	Accountability	5	Development resort institution
6	Benefit sharing	6	Implementation of info-system
7	Right and responsibility	7	Evaluation

### 3. THE APPLICABILITY OF THE IUCN GOVERNANCE FOR PROTECTED AREA

The term 'protected area' seems to be varying from one country to another depending on the conservation development of natural resources and the management objectives the area as well as the approach to protect the resources in the respective country. The variation also reflected conservation of natural resources could be achieved through diverse avenue suitable with country situation including social welfare and political stability.

Indonesia has decided to have 5 categories of protected areas as it reflected in the Act No. 5 of 1990 regarding Conservation of Living Resources and Their Ecosystems. The decision obviously was influenced and reference to the history of conservation development in Indonesia established by the Dutch<sup>30</sup>, the IUCN Commission on National Parks and Protected Area (CNPPA) report in 1978 and the Bali IUCN World Park Congress 1982. The category of protected area developed in line with the evolution of the approach in conservation management of natural resources across the globe (Table 5.3).

Table 5.3. Protected Area according to Indonesia Regulations and IUCN Categories

Protected Area Category*		
Indonesian Category, 1990	Category A: IUCN-CNPPA, 1978	IUCN Category, 2008
1. Strict Nature Reserve	1. Scientific Reserve	1a. Strict Nature Reserve
2. Wildlife Sanctuary	2. National Park	1b. Wilderness Area
3. Biosphere Reserve	3. Natural Monument/National Landmark	2. National Park
4. National Park	4. Nature Conservation Reserve	3. Natural Monument
5. Nature Conservation Area	5. Protected Landscape	4. Habitat/Species Management
6. National Park	Category B (IUCN but not inclusive to CNPPA)-(IUCN-CNPA,1978)	5. Protected Landscape
7. Grand Forest Park	6. Resource Reserve	6. Protected Area with Sustainable Use of Natural Resources
8. Nature Recreation Park	7. Anthropological Reserve	
	8. Multiple Management Area	
	Category C (Part of International Programs)-(IUCN-CNPA1978)	
	9. Biosphere Reserve	
	10. World Heritage Site	

\*IUCN had also made some revision between 1978 and 2008 which is not elaborated in this document

The governance is one of the key approaches to achieve the mission and objective in managing protected area. The governance is also independent to the category of protected area meaning is applicable to any of the category. Because so the governance is so important for protected area management, the IUCN has long studied the governance issues and ended up with 4 governance types of various protected area management. The four governance types are defined as:

1. Governance by government is defined as authority, responsibility and accountability of managing the protected area completely rest to the government body;

<sup>30</sup> Jachtordonantie 1931 Staatsblad 1931 Nummer 133; Dierenbeschermingsordonantie 1931 Staatsblad 1931 Nummer 134; Jachtordonantie Javan en Madoera 1940 Staatsblad 1939 Nummer 733; Natuurbeschermingsordonantie 1941 Staatsblad 1941 Nummer 167

2. Shared governance is defined as share management authority and responsibility among the party involved (government and non-government). This type of governance is also known as co-management or collaborative management;
3. Private governance is defined as the authority for managing the protected area completely rest to the private companies, cooperative or non-government organization;
4. Governance by indigenous people or local community is defined as authority and responsibility of managing protected area lays on the indigenous people or local community in the form of *adat* or customary land.

The governance by government type is common in Indonesia as it is mandated in the Act No. 5 of 1990. However, as mentioned earlier, since 2003 the shared governance model has been exercised in Indonesia, e.g. collaborative management with local community in Kayan Mentarang National Park in East Kalimantan, Bunaken National Park in North Sulawesi and collaborative management of The nature Conservancy (TNC) with Komodo National Park. The later was considered failed and terminated in 2010 thereby the management system returned to the government.

The shared governance model was then recognized by the government through the issuance of the Government Regulation No. 28 of 2011 regarding Protected Area Management. The private governance type has not been accommodated in either the said regulations. However the Ministry of Forestry in 2010 has exercised the private governance model by granting conservation concession to PT Adhiniaga Kreasi Nusa to fully manage part of Bukit Barisan Selatan National Park. This private governance type was not selected for this study, though (Table 5.4).

Table 5.4. Governance type of protected area according to IUCN 2012 and Indonesia regulations.

<b>Governance types of Protected Area</b>	
<b>IUCN Governance of Protected Area 2013</b>	<b>Indonesia Regulations</b>
Governance by government	Governance by government
Shared governance	Shared governance
Private governance	Private governance
Governance by indigenous people or local community	

For the purpose of assessing the performance of government programs and activities, and reducing unnecessary bureaucracy at any level of administrations, as mentioned in the previous Chapter, the government of Indonesia has requested all unit of administration including those which dealing with protected area such as national park to follow the Governance Regulations No. 15 of 2014, issued by the State Ministry of Administrative Reforms. The principles appear to be very different from the IUCN Governance of protected area 2013, in particular on the issue of bureaucracy simplicity. However, the substance and objectives are very similar. Hence the IUCN governance tool is perfectly applicable to apply to the protected area in Indonesia (Table 5.5). The fact that the study on the governance of the selected national parks across two different types indicate the average quality which is close to adequate to inadequate, it does not mean that indicate the IUCN governance tool of protected area is not applicable to Indonesian situation, but it merely reflects to the real performance (Table 5.6).

Table 5.5. IUCN Governance of Protected Area 2013, adjusted IUCN Governance for this study and Government of Indonesia Principles for Governance.

IUCN Governance Of Protected Area 2013	Adjusted IUCN Governance of Protected Area 2013 for the Assessment	Government of Indonesia Principles for Governance*
Legitimate and voice	Legal and legitimate	Simple
Direction	Voice	Participative
Performance	Direction	Accountable
Accountability	Performance	Sustainable and innovative
Fairness and right	Accountability	Transparent
	Benefit sharing	Fairness and equitable
	Right and responsibility	

\*State Ministry of Administrative Reforms

Table 5.6. Score of governance performance of the selected Indonesian national parks across the IUCN governance type.

Governance Types  Governance Principles	Governance by Government					Shared Governance	
	Gunung Leuser	Kerinci Seblat	Halimun Salak	Lore Lindu	Wasur	Kayan Mentarang	Komodo
Legal and legitimate	2.82	2.60	2.71	2.88	2.91	2.53	2.39
Voice	2.36	1.97	2.15	1.84	2.12	2.21	2.28
Direction	1.53	1.38	1.50	1.31	1.69	1.60	1.41
Performance	2.21	1.70	2.09	2.13	2.06	1.54	2.29
Accountability	1.67	1.47	1.69	1.80	1.86	0.86	1.18
Benefit sharing	2.32	1.97	2.53	2.26	2.93	2.45	2.86
Right and responsibility	2.32	1.78	1.91	2.05	2.06	2.00	2.22

Note: 4: Excellent; 3: Good; 2: Adequate and 1: Inadequate

#### 4. SUGGESTIONS FOR RESHAPING THE IUCN GOVERNANCE OF PROTECTED AREA

The IUCN Governance of Protected Area was adopted in 2013 and it was tested in many countries in Africa, North, Central and South America, Europe, Asia and Southeast Asia, as well as Australia. The tool has also been applied to the four governance types of protected areas. As governance practices have associated with the social, culture and traditions of the people where the protected areas occur, the results vary from country to country. On top of that this IUCN governance instrument has received unanimous supports from countries, NGOs and communities who have exercised with the tools.

Nevertheless, having experienced in applying the IUCN governance of protected areas for assessing the case in Indonesia (please see Table 3.2), it appears that there are some challenges or

difficulties came across during the implementation and, therefore, a number of suggestions related to the five principles<sup>31</sup> and elements<sup>32</sup> are provided in Table 5.7.

Table 5.7. Suggestions to the IUCN Guidelines for governance in protected areas<sup>33</sup> based on the study of national park governance in Indonesia.

No	Constraints in Implementation	Suggestions
1	The guideline create a multi-interpretation opinion due to the difficulties in interpreting the elements within each five principles	Provide a guidance or direction to avoid the multi-interpretation
2.	Some principles has too many elements on it, and create some difficulties when producing questionnaires related to the principles	Simplify or reduce the number of elements within the current principle governance, or alternatively see suggestion no.3
3.	The 'must have' governance elements and the optional elements are not clearly specified	Alternatively, simply list the necessary/required elements for governance, accompanied with the optional elements
4.	All governance principles and elements within the principles are treated equally as if all have the same importance	Provide weighted score for each principles and elements, especially the necessary required principles such as direction, accountability and performance. This might create some complications, hence clear example should be provided
5.	The human capacity in managing the protected area is not assessed	Leadership of the protected area managers and administrative capability of staffs is suggested to be included in the Direction and Accountability principles
6.	Benefit sharing has been growing up as a strategic issue in Indonesia, unfortunately it did not clearly specified within the Fairness and Right principles	Element of benefit sharing need to clearly mention as a single out elements within the Fairness and Rights principles
7.	Similar to the issue of the benefit sharing, right and responsibility is another emerging issue in Indonesia, and this issue is not clearly mention in the elements	Element of right and responsibility need to clearly mention as a single out elements within the Fairness and Rights principles

<sup>31</sup> the second column in Table 3.2

<sup>32</sup> The third column in Table 3.2

<sup>33</sup> Borrini-Feyerabend, G; N. Dudley, T. Jaeger, B. Lassus, N.P. Brome, A. Phillips & T. Sandwith. 2012. Governance of Protected Area: From Understanding to Action. IUCN. Gland.

## VI. FUTURE DIRECTION: ROOM FOR IMPROVEMENT

To this stage, this is the first study on governance of protected area made by the Directorate General of PHKA. Based upon the findings and analysis, the study provides key improvements for each selected national parks to improve the quality of governance principles.

### Principle 1: Legal and Legitimate

In general all the selected national parks received reasonable support from the local stakeholders ranging from adequate to closely good support.

#### *Key Improvement:*

1. Maintain current relationship with local stakeholders
2. Strengthen the legitimate aspect by keep showing the importance of national park to the respective region

### Principle 2: Voice

Except for Kerinci Seblat and Lore Lindu National Park the remaining selected national parks received adequate appreciation on the issues of active engagement and maintain dialogue with local stakeholders.

#### *Key Improvement:*

1. Strengthen partnership with local stakeholders
2. Establish national park dialogue forum and board of the park which consist of representative of relevant stakeholders

### Principle 3: Direction

Most if not all selected national parks received in adequate to closely adequate appraisal from local stakeholder on the points of consistency with agreed strategic vision and mission as well as clear direction in managing the parks especially Kerinci Seblat, Komodo and Lore Lindu National Parks.

#### *Key Improvement:*

1. Continue improvement of leadership capacity
2. Establish a board of the park which consist of representative of relevant stakeholders as park advisor and watch dog
3. Maintain periodical dialogues with relevant stakeholders

### Principle 4: Performance

With the exception of Kerinci Seblat and Kayan Mentarang the rest of selected national parks received an adequate opinion on the management effectiveness and responsive to the needs of right holders and stakeholders.

#### *Key Improvement:*

1. Capacity building of relevant issue and needs of national park management
2. Maintain periodical dialogues with relevant stakeholders

### Principle 5: Accountability

In general, in particular Kayan Mentarang National Park, all selected national parks received in adequate to closely adequate opinion on the issues of accountability which covers transparency, appropriate sharing responsibility and reporting of programs and activities as well as ensuring financial and human resources allocation and reward/punishment and communication.

#### *Key Improvement:*

1. Improve transparency especially to non-government and local communities stakeholders
2. Maintain periodical dialogues with relevant stakeholders

### Principle 6: Benefit Sharing

With the exception of Kerinci Seblat National Park, the remaining selected parks received adequate appraisal on the matters of ensuring the benefit of parks toward local stakeholders in particular local community.

#### *Key Improvement:*

1. Maintain good relationship with the stakeholders
2. Keep exploring the high end quality of the park resources and its market
3. Capacity building to local stakeholders on the park management, ecotourism and non-timber forest product sustainable uses
4. Maintain periodical dialogues with relevant stakeholders

### Principle 7: Right and Responsibility

In average all the selected parks received the opinion of close to adequate and adequate on the issues of ensuring clear and appropriate sharing of roles, responsibility in managing the park including respecting the right of indigenous and local community.

#### *Key Improvement:*

1. Maintain good relationship with the stakeholders in particular indigenous people and local community.
2. Capacity building to local stakeholders on the park management, ecotourism and non-timber forest product sustainable uses.
3. Maintain periodical dialogues with relevant stakeholders
4. Fair conflict management practices (if any)
5. Encourage the principle of equitable sharing on benefit and responsibility

## VII. CONCLUDING REMARKS

1. Since Indonesia enacted the Act No. 5 of 1990 regarding Conservation of Living Resources and Their Ecosystem which include protected area management, this is the first study on governance of protected area, in particular national park, that Directorate General PHKA has been done.
2. The study which uses the IUCN Governance for Protected Area shows the important role and contribution of governance toward the management effectiveness and operational of protected area, especially the seven selected national parks in Indonesia.
3. The results of this study underline the need of improvement for governance performance of the selected national parks especially on the issues of park's direction, park's accountability and park's engagement with local stakeholders through dialogue and communication. In response to this condition, the Directorate General of PHKA should take a precaution measure to improve the three said governance principles.
4. There is a reasonable appreciation from local stakeholders to support park's legality and legitimacy as well as acknowledgment on the park's contribution to local economy and development. This positive development within the stakeholders should be actively nurtured by the park side so that support to the park would keep growing.
5. There is no clear relationship between the results of Resort Based Management (RBM) and the size of the selected respective park. Similar case occurs to the output analysis between RBM and governance assessment of the selected parks. It is perhaps because the RBM components emphasize on the internal management and does not address the external opinion.
6. There are three governance types in Indonesia which recently has been exercised by the Ministry of Forestry: (a) governance by government, (b) shared governance by local community and (c) governance by private company. The latest is under close observation as it has only started in 2010.
7. The study suggested the room for governance improvement, in particular in those selected national parks, which include maintaining the current good practice, strengthening partnership with local stakeholders, establishing board of national park which provide advice to the park and regular capacity building on relevant issues and needs for both national park management and local community.
8. This study shows that the IUCN Governance of Protected Area can be applied to in Indonesia's national parks. This study also suggests for the improvement of the IUCN Governance to provide weighting score across the 5 governance principles.



