



the David &
Lucile Packard
FOUNDATION

Indonesia Marine Strategy 2014-2021

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OUR MISSION TO IMPROVE OCEAN HEALTH IN INDONESIA

For more than 50 years the David and Lucile Packard Foundation has made investments to expand our understanding of the ocean and has worked with partners across the globe to protect and restore ocean life. Guided by science and inspired by human ingenuity, we invest in countries and global strategies that help improve ocean sustainability.

The Packard Foundation has invested in marine conservation and fisheries management efforts in Indonesia for almost 20 years. These initiatives include helping to ensure that marine fishing and aquaculture are sustainable and well governed.

Across the globe, the ocean has been largely viewed as an endless resource. Governments lack an appreciation of the ocean's physical limits and undervalue the important food security, economic, and employment benefits provided by fisheries and marine ecosystems. In Indonesia, as elsewhere, this has led to the overexploitation of resources and a documented decline in the diversity and productivity of marine ecosystems and in the sustainability of fisheries. Building support for better fisheries management is critical to protecting the ocean environment, as well as ensuring sustained contribution of these marine ecosystems to livelihoods, communities, and the economy in Indonesia.

Through our **Indonesia Marine Strategy**, we provide support to partners for the design and implementation of pilot initiatives in a set of three strategic fisheries that will serve as models across Indonesian fisheries. Through these pilot efforts we hope to support and motivate political leaders and the private sector to act. This strategy also supports work to help establish more effective fisheries policies and to build the necessary capacity of government and civil society institutions and leaders.

The Indonesia Marine Strategy fits well as part of the Packard Foundation's 15-year **Ocean Strategic Framework**. This framework outlines a set of priorities for enabling sound marine management in *six countries* encircling the Pacific Ocean: Chile, China, Indonesia, Japan, Mexico, and the United States. Together, these countries represent globally significant marine biodiversity and account for most of global seafood production. In addition to working in these six countries, the Foundation supports four global strategies that transcend national boundaries and contribute to the achievement of the goals in Indonesia and each of our other priority countries:

1. Global Seafood Markets: Promoting global markets for sustainable seafood through the design, implementation, and financing of new standards of practice for the private sector seafood supply chain;
2. Marine Birds: Protecting marine birds through habitat protection and bycatch reduction;
3. Ending Illegal Fishing: Eliminating illegal, unreported, and unregulated (IUU) fishing in Indonesia and around the world; and
4. Climate Change and Ocean Acidification: Working to more broadly understand and proactively address the impacts of climate change on ocean systems.

We work in close collaboration with other funders committed to aligning resources for common goals in Indonesia.¹

¹ In particular, the Foundation plays a leading role in the Indonesia Marine Funders Collaborative (IMFC), an initiative of donors that share a vision of restoring and protecting coastal and marine resources while enhancing fisheries management in the country.

INDONESIA IS A MARINE CONSERVATION PRIORITY

Indonesia is the world's fourth most populated nation² – a vast archipelago at the heart of the world's epicenter of tropical marine biodiversity. Indonesia's ocean territory covers 55,000 kilometers (or 34,175 miles) of coastline spanning 7.7 million square kilometers.³



Indonesia sits strategically between the Pacific and Indian Oceans and represents one of the most important places on the planet for ocean biodiversity. It possesses the world's most extensive coral reef, housing more than 75 percent of known coral reef species across the world, and has a greater diversity of invertebrates, mangroves, and sea grasses than any other region on Earth.

This biodiversity undergirds high levels of production of seafood. Indonesia accounts for the world's third-largest production of seafood by volume. Domestically, Indonesian fisheries are a critical source of food and are important to the country's overall economy and national character. Approximately 20 million of the people who call Indonesia home directly or indirectly rely on the fishing industry for their basic livelihoods; only China and India have more fishing boats in their territorial waters.

Fisheries are an important financial resource in Indonesia, with export fisheries providing a growing source of revenue for a diversifying economy. Indonesia's fisheries sector grew 7.3 percent in 2014 and 8.3 percent in 2015, almost double the country's gross domestic product (GDP) growth in 2015.⁴ That said, the sector's contribution to national GDP has remained relatively flat over the past several years at between 2.1 and 2.5 percent.⁵

The Indonesian government has begun to prioritize marine resources as an economic growth sector, with plans afoot to double production from wild fisheries and aquaculture to 40-50 million tons per annum by 2019. It is not clear how such growth could be sustained without further stressing existing fish stocks.

Indonesian wild fisheries are already at or above their maximum level of harvest, which is more pronounced in nearshore fisheries that provide livelihoods and employment for many small-scale fishers. Aquaculture

² 255.4 million in 2015.

³ The United States, by comparison, has just 20,000 kilometers of coastline.

⁴ "Fisheries and Aquaculture," *EU-Indonesia Business Network*, 2017,

http://indonesien.ahk.de/fileadmin/ahk_indonesien/Publications/EIBN/Fisheries_and_Aquaculture_Sector_Report_2017_FULL.pdf.

⁵ "Investing in Indonesia: Indonesia Business Update on Fisheries," *BKPM*, 2017.

expansion will clash with coastal development and will further undermine the productivity of nearshore waters. Additional investment in fishing capacity will not lead to increased economic gains, but will instead overexploit and threaten the long-term sustainability of the fisheries.

These are worrying trends, and yet interest in improving the management of marine resources has never been higher. The Indonesian government, led by the Ministry of Marine Affairs and Fisheries (MMAF), is taking bold steps to improve the management of its marine fisheries sector. It is actively working with partners in the private sector and civil society in line with the government's three priority policy pillars: increasing sovereignty, sustainability, and prosperity of Indonesia's people.



MMAF Minister Susi Pudjiastuti and her staff have announced a nationwide ban on trawling in offshore waters⁶ and led a decisive crackdown on illegal foreign fishing. President Joko Widodo has also established a national-level task force to address the critical issue of IUU fishing within Indonesia's exclusive economic zone (EEZ). These moves are examples of how the Indonesian government is boldly approaching enforcement and management of its marine environment and resources.

Despite these advances, effective systems and regulations – including minimum catch sizes for specific fisheries, increased restrictions on gear, reclassification of boats, and spatial management – are necessary and must be adequately enforced. Overall, fisheries management capacity remains weak and fragmented across many agencies and institutions at the national and subnational level. These institutions are mandated to plan, implement, and enforce fisheries legislation; however, individual jurisdictions and responsibilities remain unclear. Of the hundreds of commercially exploited fisheries in the country, few have comprehensive and accurate datasets to inform management decisions.

As a result of MMAF's recent efforts, larger boats are now being tracked and well documented, while many foreign-flagged vessels have been removed from Indonesia's EEZ. Still, over half a million Indonesian-operated smaller boats remain unlicensed as they fish productive, but highly sensitive nearshore waters and habitats. The government needs support from all sectors if its sovereignty, sustainability, and prosperity ambitions are to become reality.

⁶ In late 2017 the Minister postponed the ban to allow operators time to adjust to new gear requirements, although she has insisted on initial conditions: Operators must maintain their current fleet size, without adding vessels; and they must report their vessel sizes accurately. It is not clear if and when the ban will take effect.

THE FOUNDATION'S INDONESIA MARINE STRATEGY

Strategy Goal: By 2030, Indonesia will have sound fisheries management policies and regulations in place.

Our **theory of change** is that the Foundation can accelerate progress in Indonesia by building the capacity of institutions and leaders, while helping to ensure they have access to sound data and proven fisheries management methods. This is made possible under the existing strong political leadership that is actively seeking to improve fisheries management.

Our approach is a learn-by-doing method focused on supporting partners as they inform and implement reforms in several strategically selected archetypal fisheries. Based on years of experience in the region, the Foundation is following a practical approach to support government and other partners as they work to implement new policies and build individual and institutional capacity for improved fisheries management.

The Foundation's strategy is contingent on the political will and leadership at the national level, while also directing support to strengthen fisheries management governance systems and leadership at all levels across Indonesia. We recognize that our strategy alone is insufficient to achieve the goal of having sound marine resource management in place by 2030 in Indonesia. Still, our focus on policy and management addresses a necessary condition for fisheries management. While extensive structural changes in governance and the rule of law are also critical, they are largely outside of the Foundation's scope and ability.

Through 2021, we have decided to focus exclusively on wild capture fisheries management, which the Foundation currently believes to present the most promising opportunities for progress, given the strengths of our partners and the focus of the Indonesian government. As a result, we are not actively supporting sustainable aquaculture in Indonesia or efforts to protect important marine habitats. Other donors are already supporting work in these areas or are actively exploring the potential for future support.⁷

The Foundation will support the development of leaders in the government and civil society through training and technical assistance to improve systems, the use of data and science, and policy discourse and to adapt to lessons learned along the way. Implementation will require a partnership approach, coordination of multiple people, bodies and institutions, and dedication over time.

Specifically, our portfolio focuses on three primary and mutually reinforcing strategies that follow this practical, learn-by-doing approach. These three strategies are summarized below, with more detail on each in the pages that follow.



⁷ The Foundation can make ad hoc grants, along with other lead donors, in support of habitat protection or aquaculture policy reforms where these align with our interests in fisheries reform. However, these investments will be minor and not a core part of the Foundation's current strategic portfolio.



The Foundation is pursuing the following three primary strategies:

- 1. Providing Evidence of Good Fisheries Management.** The Foundation is supporting local partners to establish examples of good fisheries management and make MMAF officials, and other leaders, aware of these successes. Partners will collect, model, and monitor data in important Indonesian fisheries to develop examples of management that work well in the local context. These fisheries include blue swimming crab (BSC), mixed fishery deep-water snapper,⁸ and tuna.⁹ These fisheries are socially and economically important to Indonesia and each represents a different “archetype” in terms of management and governance challenges and opportunities. The fisheries are representative, generally, of the three Indonesian management levels – district and province (BSC), national (snapper), and international (tuna)¹⁰ – thus providing models for management across Indonesia.
- 2. Informing Fisheries Management Policy Reform.** The Foundation recognizes that improved fisheries management requires specific policy and management changes by relevant government agencies based on sound economic, political, and social analyses. We are supporting local leaders that are working to shape the politics, policies, and economic factors that most influence marine resource management in Indonesia. We are also supporting a coalition of civil society partners to work with government and industry to inform, develop, and implement policy reforms based on experience gained around the world, from these three archetype pilot fisheries, and from efforts and experiences of other partners and stakeholders in Indonesia.
- 3. Building Capacity and Leadership for Improved Management.** The Foundation is helping to build the mandate and capacity of public and private sector leaders, organizations, and institutions to improve fisheries management. We recognize that management pilots and policy reform must go together with institutional and leadership development. Our goal is to develop a set of local and national leaders across civil society, government, and the private sector with a desire to lead, who, with additional support, can articulate, shape, and drive policy reforms. Capacity and leadership will be developed to support progress in the three archetype fisheries and more broadly across Indonesia as lessons are learned from these fisheries.

⁸ The focus on this mixed snapper fishery targets more than 100 species of a deep-slope and demersal fishery in central and eastern Indonesia operating in waters of 50-500 meters in depth. These fisheries are referred to here as “snapper,” even though they include groupers (Epinephelidae) and emperors (Lethrinidae), as well as snappers (Lutjanidae) and several other families of fish.

⁹ Tuna belong to the Thunnini tribe, a sub-grouping of the mackerel family (Scombridae) – which, together with tuna, also includes bonito, mackerel, and Spanish mackerel. The Thunnini tribe comprises 15 species across five genera, the most important of which in Indonesia are skipjack tuna, yellowfin tuna, and big eye tuna. Indonesia supplies over 15 percent of the world’s tuna.

¹⁰ Indonesia focuses on a national plan for tuna fisheries management within its EEZ and nearshore waters. The management of tuna fisheries is also formalized under the Indian and Pacific Ocean Regional Fishery Management Organizations (RFMO).



Key Strategy Assumptions:

- The selected local fisheries are truly representative and will provide solutions that can be applicable across the majority of fisheries in Indonesia, especially in relation to the scale and governance of fisheries at the local, provincial, and national levels.
- Good data can drive good management, assuming that data can be collected and that it will be trusted as a basis for changing management practices.
- Current favorable national political commitment to improve fisheries through reduced fishing capacity and transparency in the marketplace will remain strong, especially in the face of anticipated opposition. Indonesian national and local government elections occur in 2019.
- The new Indonesian Law, No. 23/2014, which shifts responsibility for governance from the district to the provincial level, and the new regional fisheries commissions associated with Wilayah Pengelolaan Perikanan (WPP), the recognized fishery management units recently designated in Indonesia, will be fully recognized and implemented adequately to establish a strong fisheries management governance system.
- It will be necessary for Indonesia to adopt a rights-based approach to limit access to key fisheries. This has historically been untenable given the open access nature of fisheries in Indonesia, as well as the fishers that would be displaced from the sector with no alternatives. The opportunity that exists today builds on traditional governance systems, while implementing new licensing systems.
- There remains a gap in capacity of leaders and institutions at multiple levels to advocate for the changes necessary to realize these improvements, despite generally increasing recognition of the need for improved fisheries management.

STRATEGIC LOGIC MODEL

Components	2024 Outcomes	Component Goals	IMS Goal
1. Provide Evidence of Good Fisheries Management	<p>1.A At least two blue swimming crab fishery pilots in very different types of fisheries are successfully implemented.</p> <p>1.B At least one snapper fishery pilot is successfully implemented that covers a large geography focused on the deep slope shelf and adjacent fisheries.</p> <p>1.C A strategy is in place that supports tuna management at the national level.</p>	The fundamentals necessary for strong fisheries management exist, including sound information, governance, and policies, demonstrated across archetype fisheries to serve as models for replication nationwide.	By 2030, Indonesia will have sound fisheries management policies and regulations in place.
2. Inform Fisheries Management Policy Reform	<p>2.A Government fisheries management principles are based on scientific and socioeconomic information about the sustainability and the economic and distributional effects of management.</p> <p>2.B Effective coalitions of civil society partners and private sector actors are advocating for a fisheries policy reform agenda to support government reforms and policy outcomes.</p> <p>2.C Laws and policies are in place that are supportive of a more localized fisheries management system, and that require rights-based, science-driven approaches.</p>	Policies are implemented for effective fisheries management, based on lessons learned from experience in archetype fisheries.	
3. Build Capacity and Leadership for Improved Management	<p>3.A Relevant MMAF directorate staff, MMAF field extension staff, and provincial counterparts have improved capacity and the resources needed for implementing sound fisheries management and relevant policies.</p> <p>3.B Leaders and institutions within civil society, industry, and media have the skills and capacity they need to inform and guide appropriate fisheries management, policy, and other reform efforts.</p> <p>3.C Individuals, institutions, and organizations are working together in a coalition and are able to build successful examples of fisheries governance in action beyond the target fisheries identified in this strategy.</p>	Strong capacity and leadership exist within government and civil society so that they are effective agents for improved fisheries management.	

Strategy Component 1: Provide Evidence of Good Fisheries Management

Strategy	2024 Outcomes	Goal
Provide support to establish examples of good fisheries management and make MMAF officials and other leaders aware of these successes in three fishery archetypes, including support for collecting and analyzing economic and scientific data to inform governance and policies, which can in turn serve as the basis for broader reforms across Indonesia.	<p>1.A At least two blue swimming crab fishery pilots in very different types of fisheries are successfully implemented.</p> <p>1.B At least one snapper fishery pilot is successfully implemented that covers a large geography focused on the deep slope shelf and adjacent fisheries.</p> <p>1.C A strategy is in place that supports tuna management pilots at the national level.</p>	The fundamentals necessary for strong fisheries management exist, including sound information, governance, and policies, demonstrated across archetype fisheries to serve as models for replication nationwide.

Overfishing is a complex problem requiring comprehensive solutions that consider biophysical, cultural, political, economic, and market factors. Even when scientific assessments of fish stocks are available and dictate specific action, it is the interplay of these other issues that ultimately determines the future of a fishery. Management models must account for these intersecting issues.

There are currently few documented examples of sustainable fishing in Indonesia. Where there are examples, few stakeholders have a vision for how such models become commonplace. The institutions, capacities, and policies for sustainable fishing are weak, and in most cases, near-term productivity gains continue to be prioritized at the expense of the sustainability of the resource. The Foundation believes it is critical to demonstrate concretely how to establish sound management and governance in a set of fisheries that are representative of these important and intersecting issues, with the goal of replicating successful management and governance models in other fisheries.

The Foundation is investing in partners to model good management of three archetypical fisheries, selected according to the following criteria:

1. Representative of Specific Management Jurisdictions

Fisheries that are representative of the three governance jurisdictions in Indonesia include: local (district and province), national (cross province), and international. Provinces have authority over the sea from the shoreline up to 12 nautical miles and are responsible for licensing vessels between 10 and 30 gross tons. Vessels less than 10 gross tons do not require a fishing license but must be registered at the provincial level.¹¹ At the national level, the Ministry of Marine Affairs and Fisheries has authority over the sea beyond 12 nautical miles from the shoreline and is responsible for licensing vessels above 30 gross tons.¹²

¹¹ The current law defines small-scale fishers as less than 5 gross tons. A new law (Law 7/2016) defines small-scale fishers as less than 10 gross tons. Small-scale fishers do not require a fishing (SIPI) or business (SIUP) license. It is not yet clear how these conflicting laws will be resolved.

¹² There are also a multitude of inter-province boundary disputes, including disputes surrounding delineation of offshore islands and other features that affect possible management interventions.

Other fisheries, such as tuna, span throughout Indonesia's broader EEZ, the high seas, and other countries' waters, which pose international management challenges requiring international governance authority involvement.¹³

2. High Economic and Social Value

Fisheries that are of high economic value and therefore have the interest of government and the private sector and markets.

3. Representative Scales of Effort

Fisheries that are representative of small-, medium-, and large-scale fishing methods and fleets to address common management concerns.



Collectively, these criteria should ensure that the fishery archetypes chosen provide a range of size, structure, catch methods, governance, and market dynamics to inform the development of management and governance models that address common challenges across Indonesia.

The three fisheries archetypes are:

Blue swimming crab – as a model for nearshore fisheries governance with small fishing boats at the local (regency, province) level and an almost entirely export fishery allowing the engagement of international supply chain actors.

Snapper (mixed fishery, deepwater) – as a model for multi-species (>100) fisheries that require regional governance within a larger fishery management unit¹⁴ with large fishing boats traveling great distances and supplying Indonesian-based processors for both domestic and export markets.

Tuna – as a model of a highly migratory and diverse mixed species and mixed-scale fishery with small-scale and large-scale vessels requiring local, regional, national, and international¹⁵ collaboration to manage.

¹³ Including the Indian and Pacific Ocean Regional Fishery Management Organizations (RFMOs).

¹⁴ This is in reference to Wilayah Pengelolaan Perikanan (WPP), the recognized fishery management units in Indonesia.

¹⁵ Including the Indian and Pacific Ocean Regional Fishery Management Organizations (RFMOs).

Fisheries Archetypes for Management Models

Fishery	Jurisdiction	Economics	Scale
Blue Swimming Crab	Local, provincial	Large trade volumes; high value; large exports	Small-scale fishing vessels
Snapper	Provincial, regional	High value; large exports	Small- to medium-scale fishing vessels
Tuna	Local, regional, national, and international	High value; large exports	Mixed scale (and species) of fishing vessels: very large industrial pole and line skipjack tuna fishery (25 percent of global landings); small-scale hand-line yellowfin tuna fishery

These fisheries represent three of Indonesia’s top five fisheries in terms of economic value. They command significant interest from government and industry, which translates into greater leverage and additional financial resources for fisheries management. The Foundation and its partners have invested in research to understand the supply chains of these fisheries, resulting in data on economic and biological parameters that will be critical for the creation of improved management plans. In each, a series of market-driven, industry-led efforts to improve the management of the fishery is underway.

Building on these efforts, grantees will collect and analyze data on stocks, bioeconomics, as well as fishery fleet size and range to inform a science-based management approach. Designing and implementing new models of fisheries management is not trivial. The data will be used to define and set management objectives to restore fishery stocks based on the following criteria: achievability, economic and ecologic sustainability, and social acceptability. Management options to implement these changes – such as reduction in capacity, gear changes, and catch limits – will be tested to find the best approach for each location and fishery.

Also, while the Foundation’s strategy does not explicitly call out marine protected areas (MPAs) as a priority, we both appreciate that protected areas should be designed to consider fisheries management goals, and that our support for the fisheries archetype management planning will likely require that MPAs be considered as a tool and best practice.¹⁶

It is essential that leaders in government, communities, and industry make the case for management options based on social and economic livelihood goals. Once determined, the management options will be implemented, working within multi-stakeholder fisheries management fora to guide management. Policy and governance changes will also be identified for ongoing implementation (see Strategy Component 2).

¹⁶ For almost two decades, the Foundation has worked with other donors to support the development of MPAs and other spatial management areas as mechanisms for biodiversity conservation and sustainable marine resource management in Indonesia. This work included strengthening existing protected areas as well as declaring new local and national marine protected areas and locally managed marine areas.

Improving fisheries management will require better alignment of capital investment among government, communities, and industry to adjust fishing capacity. Methods must be in line with sustainable management, and adjust supply chains to reward sustainable management. The Foundation is working to understand and support strategies to coordinate public and private financing to address these needs.

Supporting shark and ray fishery management as another important priority


While not a fishery archetype of this strategy, the Foundation continues to support partners in Indonesia as they work to establish shark and ray reserves, to develop and implement policies and capacity to restrict or ban the exploitation and trade of these species, and to develop the data, knowledge, and capacity to manage and enforce new policies and laws. Indonesia is the world’s largest exporter of elasmobranch (shark and ray) products and, as with most fisheries in Indonesia, it has until recently functioned as an unregulated fishery with few fishing limits. With growing international pressure to protect sharks and rays, including through CITES and other forums, and increasing appreciation of the tourism value these species provide, the momentum to act is strong.

We see this as an important opportunity to improve the long-term ecological, social, and economic value of these species for Indonesia, and to inform the deployment of similar actions for other fisheries management efforts throughout the country.



Strategy Component 2: Inform Fisheries Management Policy Reform

Strategy	2024 Outcomes	Goal
<p>Help identify changes required for improved governance. Support government, civil society organizations, and the private sector to implement changes to policies, practices, institutions, and tools.</p>	<p>2.A Government fisheries management principles are based on scientific and socioeconomic information about the sustainability and the economic and distributional effects of management.</p> <p>2.B Effective coalitions of civil society partners and the private sector are advocating for a fisheries policy reform agenda to support government reforms and policy outcomes.</p> <p>2.C Laws and policies are in place that are supportive of a more localized fisheries management system, and that require rights-based, science-driven approaches.</p>	<p>Policies are implemented for effective fisheries management, based on lessons learned from experience in archetype fisheries.</p>



While there are provisions for improving the management of fisheries in Indonesia's existing legal framework, the country's fisheries regulatory system comprises many conflicting laws and regulations, often supported by many presidential, ministerial, or provincial decrees that further confound management. Catch limits are lacking for the vast majority of fisheries, though plans are being proposed to integrate limits into management over the next few years. Certain governance and management responsibilities have shifted from the national government to 11 fisheries management areas, or WPPs, and provincial-level decision-making, with very few regulating guidelines in place.

While some of the necessary policies are in place, new policies and related capacities are needed to effectively institutionalize fisheries management reforms within appropriate governing bodies. Policy reforms will directly relate to the fisheries management reforms promoted in Strategy Component 1. Once the necessary fisheries management changes are identified in the pilot archetype fisheries based on biological, economic, and social parameters, assessments will be conducted to identify which related governance and policy changes are needed.

Advocates will need to develop a compelling policy reform agenda and communicate it. Information will be collected to inform decision-makers, including understanding which sectors and communities will be most affected and how, and the socioeconomic issues involved. The Foundation will support coalitions to communicate options and trade-offs and to advance policy changes at the national level, in coordination with multi-sectoral fishery management forums at the various levels of governance required.

Of immediate importance is working with the government and other partners to determine and demonstrate how improving management and regulating efforts increases value for fisheries. According to a recent set of political and economic analyses co-led in 2016 and 2017 by government and the Foundation's grant partners, the economic upside of improved fisheries management in Indonesia is considerable under various models of data-driven governance and enforcement reform. By 2050, fishing communities could be earning upwards of \$2.3 billion more per year and the abundance of wild fish stocks could increase by up to 6.3 million metric tons, an 11 percent increase over 2016 stock data.¹⁷ To achieve this projected upside from improved management, a great deal of social and financial capital must go into generating knowledge, encouraging leadership from individuals and organizations, and helping to build collaborative relationships to drive significant policy and governance reforms. Meanwhile, under a business-as-usual scenario, overexploitation will likely continue to result in the declining health of fish stocks and associated profits across Indonesia's fisheries sector.

Ultimately, achieving improved management of fisheries resources will require alignment between the national context and practical, local reforms. Partners must have a clear understanding of Indonesia's political and institutional realities, and it will be important to support such alignment and understanding.

Exploring strategies for improving policy and regulatory conditions for better aquaculture practices. The production of seafood through aquaculture is on the rise. Having grown rapidly over the last few decades, aquaculture is outpacing the development and implementation of adequate governance. This is true not only in Indonesia, but many countries. Indonesia is the world's second-largest aquaculture producer, where the sector's growth is negatively affecting wild fish stocks, habitats, and coastlines across the country. The Foundation's Ocean Strategy Framework, in addition to prioritizing the establishment of sound fisheries management policies in our core countries, also sets a program goal that "by 2030, more than half of seafood from the most damaging forms of marine aquaculture will come from countries with responsible

¹⁷ University of California - Santa Barbara, 2016.

aquaculture management policies and regulations in place.” The Foundation dedicated a small amount of funding in 2017 to inform the development of broader aquaculture governance standards and possible strategies to meet this goal in Indonesia, and to inform other donors who are considering commitments to aquaculture. This grant provides a review of existing scientific and technical guidance for zonal aquaculture management and applicable legal and policy systems in Indonesia. While the Foundation is not prioritizing aquaculture in Indonesia given our ongoing commitment of resources to advancing wild capture fisheries reforms, we will continue to explore potential avenues for grant-making that can advance both our core strategy goals around policy, capacity, and leadership while also advancing priority aquaculture objectives of our partners.


Strategy Component 3: Build Capacity and Leadership for Improved Management

Strategy	2024 Outcomes	Goal
Strengthen human and institutional capacities and systems to implement improved marine conservation and resource management through the development of tools, training, and other aligned investments.	<p>3.A Relevant MMAF directorate staff, MMAF field extension staff, and provincial counterparts have improved capacity and the resources needed for implementing sound fisheries management and relevant policies.</p> <p>3.B Leaders and institutions within civil society, industry, and media have the skills and capacity they need to inform and guide appropriate fisheries management, policy, and other reform efforts.</p> <p>3.C Individuals, institutions, and organizations are working together in a coalition and are able to build successful examples of fisheries governance in action beyond the target fisheries identified in this strategy.</p>	Strong capacity and leadership exist within government and civil society so that they are effective agents for improved fisheries management.

A fundamental barrier to developing new, effective policies and fisheries management models is lack of leadership and institutional capacity. The Foundation is committed to strengthening and enhancing capacity and leadership, especially across civil society and within government to improve their abilities to support durable institutions and reforms.

The Foundation aims to support the development of leadership capacity for:

1. Relevant MMAF directorate staff, MMAF field extension staff and their provincial counterparts to implement sound fisheries governance and management policies and systems;
2. Civil society organizations to inform government decision-making and to support and hold government accountable for improved fisheries management;
3. Individual leaders within communities, media, government, civil society, and industry to represent local needs related to fisheries management decision-making; and
4. Multi-stakeholder networks and coalitions to support management, design policy, and strengthen capacity building.



This leadership capacity development will be integrated into the implementation of Strategy Components 1 and 2 described above – for the formation of archetype fisheries management pilots and in support of policy reforms.¹⁸

The above aims have been informed by a number of assessments of the capacity and leadership needs among scientists, government decision-makers, civil society, and the media. Through specific interventions and by working with other philanthropy partners and donors, the Foundation will support capacity building to enhance skills to build a stronger marine resource management field in Indonesia.

To fully secure strong ongoing capacity, advocates will need to make the case for increased government and private sector resources to strengthen management and operations of key institutions over time.

IMPLEMENTING OUR STRATEGY

In designing and deploying the Indonesia Marine Strategy, we are guided by the core values of the Foundation, our Ocean Framework, and by the fundamental principles of transparency, partnership, and adaptive learning. We understand that the changes we seek will not happen overnight. They will take a sustained effort and will require an approach that deliberately embraces experimentation and learning to advance necessary changes. This learning will happen in collaboration with our partners and colleagues. We will continue to listen to the important messages grantees and other stakeholders and experts communicate with us, and adapt our work accordingly.


To do so in an efficient way, we are committed to working directly with our internal evaluation, and learning, communications, and organizational effectiveness (OE) teams and supporting joint activities and initiatives, as well as working with our implementation (grantee) and funding partners.

Implementing Partners

We are committed to supporting our grantee partners – established and new – to implement their programs and to advance our strategy. During the early development of this Indonesia Marine Strategy, from 2014 to 2017, the Foundation intentionally supported partners involved in research and exploration to better understand the context in which we might drive improvements to fisheries management, capacity, and policy. During that time the number of grantees engaged and grants made increased. The Foundation is now focused on reducing the overall number of grants and grantees to consolidate resources with a set of core grantees that can act as leading partners to drive the strategy. In doing so, we have shifted resources away from some legacy grantees and are working to extend the length of grants to those we will continue to support.

We are especially interested in providing these longer-term, multi-year grants to a set of core grantees who are leaders in the field and who can support coalitions of grantees and partners around our core strategy components. In particular, we are focused on partners who can lead on the fishery management initiatives, as well as partners who can lead and coordinate successful policy reforms and create capacity development outcomes for the long term. The Foundation will seek to identify and support additional partners who can

¹⁸ In addition to building capacity and leadership to advance fisheries management reform, we will equip our partners with a growing body of knowledge about the threats and impacts from climate change and ocean acidification, and the need for improved aquaculture practices and policies, so that they can proactively help manage coastal and marine ecosystems to withstand pressures over time.



provide specific technical assistance when existing partners are not able to do so. We will work with these core grantees to coordinate the collective efforts of a group of NGOs through sub-granting relationships within fisheries-specific initiatives and by providing leadership on collective communication and policy reform efforts. It is expected that approximately five grantees could receive up to 50 percent of the annual grant budget, with the balance allocated between eight to 10 partners who are deemed critical to the success of the strategy.

In addition, the Foundation is committed to investing in Indonesian organizations and individuals so that they become an effective force for ocean stewardship. An important goal of our grant-making is to increase our support for local Indonesian partners from approximately 25 percent currently to 35-40 percent of our \$5 million annual grant budget by 2021, with the understanding that doing so means we must adjust expectations about how quickly we can see enduring capacity and impact from some of these partners.

Monitoring, Evaluation, and Learning


As part of the Foundation's commitment to continuous improvement, we engage in Monitoring, Evaluation, and Learning (MEL) activities on an ongoing basis. The guiding principles for MEL are to: continuously learn and adapt in partnership; inform decisions with multiple inputs; cultivate curiosity; and share this learning to amplify impact.

MEL is integrated at the beginning of grant-making and guides our strategy on a regular basis. This process includes using the Foundation's recently refreshed proposal and reporting guidelines. It also calls for identifying outcome indicators with grantees during the proposal process, that are then tracked throughout the grant, as well as engaging in active learning with partners and experts. Having a strong MEL plan allows the Foundation to make strategy decisions and refinements that are based on continuous learning from experimentation and reflection.

The Indonesia Marine program team engages the Foundation's internal Evaluation and Learning team and outside experts to develop and manage the MEL plan, to carry out the following activities:

Monitoring is the ongoing collection of information about program implementation and the shifting strategic context. It helps us understand what is and is not working, and what is emerging in our fields.

- **Annual grantee reports:** Grantees provide annual reports (interim or final) with an update on progress for their grant. The grantee reports include both a narrative update on progress and a financial report. These reports also present updates on progress toward the specific indicators the grantee has agreed to track their performance and impact against. These help track progress toward multi-year outcomes and longer-term strategy objectives. Through this process, the indicators are aggregated into a dashboard in FLUX (the Foundation's grant report tracking system). This dashboard becomes a basis for monitoring specific grantee impacts across the landscape of actors, and serves to inform our understanding of the full strategy impacts over time. The Indonesia Marine program team reviews the annual reports and provides significant verbal and written feedback to each grantee. Grantee reports and Foundation staff responses are stored in the Foundation's eGrant file for each grant.
- **Grantee meetings:** The Foundation staff conduct phone calls and in-country visits with grantees several times throughout the year. These are in group settings with multiple partners or via one-on-one meetings. The Foundation aims to conduct a "listening and learning tour" at least once per year to provide grantees with an opportunity to share updates on their overall plans, recent successes and challenges, and to share new ideas. Ideally, these are combined with field trips to the specific region or




area where the partners are focusing their efforts. After returning from in-country visits and grantee meetings, Foundation staff prepare trip reports and conduct further individual outreach to grantees to discuss and determine next steps.

Evaluation is the systematic collection, analysis, and interpretation of data to determine the value of a program or policy. Evaluation looks at what we have set out to do, what we have accomplished, and how we accomplished it.

- **Mid-strategy review:** Foundation staff conduct mid-strategy reviews to inform course corrections and adjustments. The team recently concluded a mid-strategy review in 2017. It considered all that has been learned during the first three years of the Indonesia Marine Strategy's implementation, drawing lessons from monitoring grantees' work through meetings and reports, as well as information gathered on the broader scientific, political, and social context within which the Foundation is operating. This mid-strategy review process informed this updated version of the Indonesia Marine Strategy.
- **Third-party strategic evaluation:** Foundation staff will conduct a third-party evaluation of the strategy to inform a full strategy refresh in 2020, the final year of the strategy, as either a part of a full Ocean program evaluation, or as a separate Indonesia Marine Strategy evaluation.
- **Annual strategy review:** The main form of internal evaluation is through the annual strategy review. Each November, the Indonesia Marine program team conducts a strategy review meeting with Foundation leadership – including colleagues from the Conservation and Science, Ocean, Communications, Organizational Effectiveness, and Evaluation and Learning teams. This meeting allows staff to use quantitative measures (i.e., grantee annual reports, including on specific indicators) and qualitative synthesis (i.e., findings from grantee meetings, conversations with peer funders, and assessment of the field) to reflect on challenges, successes, and shifts for the strategy. The meeting is intended to be a retrospective review to consider progress over the past year and to anticipate any potential course corrections that may be needed over the coming year. Any significant changes identified during this annual review process may be incorporated into an updated version of the Indonesia Marine Strategy.

Learning is the use of data and insights from a variety of information-gathering approaches – including monitoring and evaluation – to inform strategy and decision-making. Foundation staff conduct a variety of activities to continuously learn and help further monitor and evaluate the progress of programs.

- **Learning questions:** The Foundation identified a set of learning questions, which are high-level inquiries related to continuously assessing the assumptions in our strategy and theory of change (as explained above). These inquiries help Foundation staff focus their learning to improve the strategy. We will refer to these regularly with grantees, partners, and other donors as we implement the strategy. These questions will be the basis for formal and informal assessments (including the topical deep dives referenced below), and results will be communicated to partners in meetings, memos, or reports.
- **Topical deep dives:** As needed, and often in relation to the learning questions, the Indonesia Marine program team commissions deep-dive investigations to explore a topic of interest to the broader field in closer detail. A recent example includes commissioning a rapid desktop assessment of aquaculture trends in Indonesia to explore potential avenues for grant-making. Over the past year, the Foundation has also engaged in exploratory research around private finance. In 2018, the Indonesia Marine Strategy program has commissioned a legal analysis of fisheries policy and regulations in Indonesia.

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- **In-country learning sessions:** The Foundation convenes meetings in Indonesia with individual and multiple grantees at least annually to focus learning across the strategy. These sessions offer a chance to review progress on collective metrics, while learning together, and plotting the course for coming years. In addition, the Foundation participates in grantee learning sessions convened every two years by the Indonesia Marine Funders Collaboration (IMFC).¹⁹ These IMFC meetings serve similar purposes around collective learning and planning, but include all donors and their respective grantees – a much larger group – with a focus on the IMFC common framework goals.
 - **State of Fisheries in Indonesia report:** To serve as a baseline of information for the Foundation and others active in the field, we have commissioned a State of Fisheries in Indonesia report on trends in coastal marine resources and fisheries management. The first report, completed in 2016, used 2015 data.²⁰ A second edition using 2017 data will be released in 2018. The purpose of the report is to track indicators (e.g., stock status of key fisheries, level of funding for fisheries reform, private sector engagement) relevant to the Foundation’s strategy and that are related to trends in the broader landscape. The report provides partners with verified data to help support good decision-making. The 2018 report will be housed on our website, shared with our grantees and other partners, and referred to in our annual in-country learning sessions.

Communications

Internal and external communications are integral to making progress on the Indonesia Marine Strategy. The Foundation will focus on the following communication objectives:

Ensure clarity of communication with grantees, other funders, and Foundation colleagues. Regular and effective communication with partners is central to our approach. It is a priority to clearly communicate the goals and key initiatives of this strategy and how they align with the Foundation’s broader goals and other programs. As noted in the MEL plan above, the Indonesia Marine program team focuses on direct engagement with partners through a number of important reporting processes, discussions, and learning events. We will continue to create and communicate strategy documents and our processes, in English and Bahasa Indonesia, while posting key documents on the Foundation’s website.

Selectively use the Foundation’s voice to support grantee efforts and to amplify and accelerate progress. The Foundation is well respected among civil society organizations, key government partners, and the business sector in Indonesia. As needed, we will communicate directly with these audiences to accelerate progress on the goals of the Indonesia Marine Strategy, as well as those of the other Foundation strategies that impact Indonesia.

Support grantee communication efforts critical for the achievement of our strategy goals. It is expected that the Foundation will support specific communications activities and campaigns in the field that help make progress toward our strategic goals. The Indonesia Marine program team will coordinate with the Foundation’s communications team to develop priorities for communication contracts and grants to support such activities.

¹⁹ The IMFC is a group of funders whose goal is to improve the health of Indonesia’s marine and coastal ecosystems.

²⁰ "Indonesia Fisheries: 2015 Review," 2016, <https://www.packard.org/insights/resource/indonesia-fisheries-2015-review>



Funding Partners

Given the immensity of the challenge of reforming fisheries in Indonesia, significant funding resources are required, which the Foundation cannot provide alone. The Foundation believes it is essential to align resources with other philanthropic institutions and partners to maximize impact.

The Indonesia Marine program team works closely with members of the IMFC – a group of funders dedicated to improving the health of Indonesia’s marine and coastal ecosystems. The IMFC allows the Foundation to stay in close communication with peer funders actively engaged in Indonesia. The IMFC meets annually in the United States, and at least once every two years in Indonesia as part of an all-grantee learning event. In addition, IMFC members participate in quarterly phone calls and share information on an ad hoc basis to stay apprised of each other’s strategies and to identify opportunities for aligned grant-making.

In particular, the Foundation works to align strategies and funds with the largest funders: the Walton Family Foundation, M.A. Cargill Philanthropies (MACP), and USAID.²¹

The Foundation is a founding member, and has worked to increase participation in the IMFC as a means of leveraging the Foundation’s funding to the field. Over time, the IMFC has increased the number of aligned funders and total program dollars spent collectively. Total funding for Marine programs in Indonesia is now around \$25 million annually, 20 percent of which is made by the Foundation.

Internal Partners

The Indonesia Marine program team works to coordinate programs with relevant internal teams at the Foundation, and especially with the Foundation’s other Ocean strategies. In particular, the Indonesia Marine program team coordinates closely on the Global Seafood Markets strategy to leverage market forces within the seafood industry and to align these forces with in-country governance reforms, with the Science program on a strategy to improve enforcement measures to tackle IUU fishing, and on a strategy to address international tuna fleets fishing globally. The Foundation works closely with Oceans 5 on the latter two items.

The Indonesia Marine program team also coordinates with the Foundation’s Indonesia Palm Oil strategy team and the emerging Agriculture, Livelihoods, and Conservation strategy team, both of which focus on Indonesia. Finally, the Indonesia Marine program staff also work closely with the Foundation’s Organizational Effectiveness, Evaluation and Learning, and Communications teams.

²¹ Note: The MacArthur Foundation has been a major funder, but has changed funding priorities for the future, with their final year of grant award decisions in Indonesia being 2017-2018.

APPENDIX 1: DETAILED STRATEGIC LOGIC MODEL

Component	Goal	Strategy	Tactics
1. Provide Evidence of Good Fisheries Management	The fundamentals necessary for strong fisheries management exist, including sound information, governance, and policies, demonstrated across archetype fisheries to serve as models for replication nationwide.	<p>Provide support to establish examples of good fisheries management and make MMAF officials and other leaders aware of these successes in three fishery archetypes, including support for collecting and analyzing economic and scientific data to inform governance and policies, which can in turn serve as the basis for broader reforms across Indonesia.</p> <p>Three representative archetype fisheries to serve as models:</p> <ul style="list-style-type: none"> • Blue swimming crab: governed at the local and provincial level • Snapper (part of a mixed species fishery): governed at provincial and regional levels • Tuna: governed at local, provincial national and international levels <p>Pursue management models in archetype fisheries to identify and establish the conditions for scaling models across Indonesia, including science-based decision-making, robust management control measures, and nested governance structures at the local, regional, and national levels.</p>	Secure baseline data on stock, fleet, and other fisheries characteristics, as well as opportunities for management in multiple sites. Define boundaries of focal sites.
			Secure data on fishery and fleet, including defining geographic boundaries for fisheries.
			Engage stakeholders, including government, fishers, and civil society, in a “fisheries management forum” to be chaired by a representative of the government agency responsible for reviewing and developing fisheries management objectives and plan.
			Use best available science to define management objectives that are not only achievable but also optimize the mix of economic, social, and ecological needs for the fishery. Communicate the objectives to a broader set of partners.
			In consultation with all parties, formulate management options to pilot to work toward management objectives. Facilitate fisheries management planning, define milestones and roles of different parties, secure financial support, and implement.
			Implement management strategies and periodically evaluate outputs against clearly defined biophysical, social, and institutional benchmarks.
			Share findings from fishery pilots with policymakers and others, including providing MMAF with regular updates. Identify opportunities to scale the experience.
			Integrate leadership development and policy components to ensure capability and opportunities for scale.
2. Inform Fisheries Management Policy Reform	Policies are implemented for effective fisheries management,	<p>Help identify changes required for improved governance.</p> <p>Support government, civil</p>	Assess policy and governance needed for structural reforms to implement improved fisheries management (for example, introduction of data-based



	<p>based on lessons learned from experience in archetype fisheries.</p>	<p>society organizations, and the private sector to implement changes to policies, institutions, and tools.</p>	<p>licensing structure, enforcement, etc.). Adopt a nested governance approach that recognizes the support needed at each level of governance to ensure the broader system of governance can be effective.</p> <p>Collect information to influence decision-makers, including understanding winners and losers from management changes, the socioeconomic issues involved, and relationship to macroeconomic development model. Develop a strong communications component to support management.</p> <p>Work with partners to define clear roles and responsibilities between main implementers. Identify plan of action to review overlapping and unclear jurisdictional areas in jurisdiction.</p> <p>Work with provincial and district governments and partners to identify opportunities to enhance solutions for IUU fishing.</p> <p>Promote existing traditional tenure systems as a management option for government.</p> <p>Identify opportunities for government departments and inter- departmental coordination to align interventions around a broader ecosystems approach.</p> <p>Work with key partners to identify options to support the government licensing system.</p> <p>Create narrative that highlights the needs for improved fisheries management, including different scenarios and their pros and cons. Ensure that scientific, social, and economic considerations are balanced and documented for the different fisheries management scenarios.</p> <p>Inform governance structure reforms and policy reforms to implement improved fisheries management structure (for example, inform the need for data-based licensing structure, enforcement, etc.).</p>
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			<p>Establish analytical tools for ongoing science-based fisheries management for government and others.</p> <p>Align philanthropy and networks of partners on common narratives, communications, and media outreach.</p>
<p>3. Build Capacity and Leadership for Improved Management</p>	<p>Strong capacity and leadership exist within government and civil society so that they are effective agents for improved fisheries management.</p>	<p>Strengthen human and institutional capacities and systems required to implement improved marine conservation and resource management through the development of tools, training, and other aligned investments.</p>	<p>Assess capacity and leadership needs including: scientific capacity, government capacity, civil society, media, and other needs related to the archetype fisheries focal areas.</p>
			<p>Provide training and mentoring for individuals in the public and private sector to strengthen institutions mandated to conserve marine biodiversity and manage fisheries; ensure support covers individuals, organizations, and networks in science, governance, media, and leadership.</p>
			<p>Build leadership in civil society, including emerging individual leaders, institutions, and networks.</p>
			<p>Ensure fisheries management authorities are trained in progressive science-driven, co-management approach (through exchanges, etc.).</p>
			<p>Identify key areas of research for capacity building, including monitoring, control and surveillance, limited science methodologies, new technologies, and other areas as needed.</p>
			<p>Develop new programs and institutions to fill gaps identified in fisheries governance and marine conservation.</p>
			<p>Develop the case for increased resources to be dedicated to strengthening management and operations of key institutions.</p>
			<p>Increase and align philanthropy investment for capacity building.</p>

APPENDIX 2: EXPECTED OUTCOMES

Component	Goals	10-year (2024) Outcomes	Near-term MEL Outcomes
1. Provide Evidence of Good Fisheries Management	The fundamentals necessary for strong marine resource management exist, including sound information, governance, and policies, demonstrated across archetype fisheries to serve as models for replication nationwide.	<p>1.A At least two blue swimming crab fishery pilots in very different types of fisheries are successfully implemented.</p> <p>1.B At least one snapper fishery pilot is successfully implemented that covers a large geography focused on the deep slope shelf and adjacent fisheries.</p> <p>1.C A strategy is in place that supports tuna management pilots at the national level.</p>	<p>By 2021, three multi-stakeholder fisheries management plans – which have access to best available social, stock, and economic data – are drafted, consulted upon, and adopted by institutions responsible for their implementation.</p> <p>By 2021, best available fisheries management tools are tested and prototyped for three fishery pilots. Tools that limit access and control effort in some form are at the core of the fisheries management plan.</p> <p>By 2021, social, institutional, biological, and economic benchmarks are documented for three fishery pilots. Targets for improvements are established, and methods for regular monitoring and reporting on those benchmarks are in place.</p> <p>By 2021, a functioning management body exists with representation of all fishery stakeholders. The management body plans, endorses, consults, and ultimately implements the management plan.</p>
2. Inform Fisheries Management Policy Reform	Policies are implemented for effective fisheries management, based on lessons learned from experience in archetype fisheries.	<p>2.A Government fisheries management principles are based on scientific and socioeconomic information about the sustainability and the economic and distributional effects of management.</p> <p>2.B Effective coalitions of civil society partners and private sector actors are advocating for a fisheries policy reform agenda to support government reforms and policy outcomes.</p> <p>2.C Laws and policies are in place that are supportive of a</p>	<p>By 2021, a narrative for improving management of fisheries is well popularized across Indonesia. The storyline highlights the role of fisheries as a renewable natural resource that can provide considerable benefits to the country's prosperity with the correct management in place.</p> <p>By 2021, roles, jurisdictions, and fisheries policy in place across the governance spectrum in Indonesia (i.e., village, kabupaten, district, province, and MMAF) to better</p>

		<p>more localized fisheries management system, and that require a rights-based, science-driven approach.</p>	<p>support fisheries management.</p> <p>By 2021, roles and responsibility centers and functions of institutions with jurisdiction over fisheries management clarified.</p> <p>By 2021, sound data on Indonesia fisheries is publicly available. Data are used to inform scientifically based policies and management interventions that fit within Indonesia’s context.</p> <p>By 2018, a coalition is providing key ministry, business, and civil society actors with high-quality information and analysis to support strategic actions to improve fisheries management.</p> <p>On an annual basis, 50 stories are published in high-quality outlets (Indonesian or English language outlets) that provide information on the state of ocean health and serve as a credible knowledge base for stakeholders to maintain public opinion.</p>
<p>3. Build Capacity and Leadership for Improved Management</p>	<p>Strong capacity and leadership exist within government and civil society, so that they are effective agents for improved fisheries management.</p>	<p>3.A Relevant MMAF directorate staff, MMAF field extension staff, and provincial counterparts have improved capacity and the resources needed for implementing sound fisheries management and relevant policies.</p> <p>3.B Leaders and institutions within civil society, industry, and media have the skills and capacity they need to inform and guide appropriate fisheries management, policy, and other reform efforts.</p> <p>3.C Individuals, institutions, and organizations are working together in a coalition and are able to build successful</p>	<p>By 2018, an assessment of leaders and institutions engaged in fisheries management is complete.</p> <p>By 2018, a coalition of partners forms to evaluate the status of fisheries management in Indonesia. There is improved coordination within and across sectors working on fisheries management.</p> <p>By 2021, a coalition of partners identifies opportunities for cross-sectoral collaboration and improvement in fisheries management-related policies.</p> <p>By 2021, opportunities to improve capability of key individuals,</p>



		<p>examples of fisheries governance in action beyond the target fisheries identified in this strategy.</p>	<p>institutions, networks, and stakeholders are identified across the whole fisheries management sector. Opportunities are supported and leveraged where possible.</p> <p>By 2021, legally recognized and functioning management bodies exist with the authority and ability to provide recommendations to improve fisheries management, planning, licensing, and enforcement.</p>
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