

***Regional intergovernmental cooperation  
in marine natural resources policy in Indonesia***

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**Abstract:** *The Reformation Era, Indonesia decentralized a number of new authorities. However, after fifteen years of regional autonomy, the authority to manage natural resources at the sea was transferred from the regency/city government to the provincial government. Re-centralization of this authority has an impact on cross-provincial Intergovernmental Cooperation Institutions (IGC), marine and fisheries sector, which has been carried out for five years. This case study highlights the policy of transferring authority from the regency/city to the provincial government, and the impact on cross-provincial local IGC Institutions "PAWONSARI", is the cooperation of three regency from three provinces: Pacitan-Regency, East Java, Wonogiri-Regency, Central Java and Gunungkidul-Regency, Yogyakarta Special Region. Findings point to the local IGC institutions has succeeded, instead has not functioned optimally, because of the policy re-centralization of local authority. We argue the importance of a new approaches in cooperation to ensure the involvement of local stakeholders and political stability.*

**Keywords:** *Regional Intergovernmental, Cooperation, natural resources, Policy in Indonesia*

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## Introduction

In recent years, the issue of regional autonomy has received a lot of attention (Satria, Matsuda, 2004; Firman, 2010; Wever et al., 2012; Akpan, Ekanem, 2013; Sterpa, 2015; Kukovič, Haček, & Bukovnik, 2016; Nara Park, 2018). Developments show that governments around the world are developing, also transferring management responsibilities and powers from the central government to various local institutions (De Alwis, 2020; Bekele, Wondemeneh & Kjosavik, 2016), and greater devolution of power to the regions (Convery, Lundberg, 2017; Haseeb et al., 2019; Ohanyan & Androniceanu, 2018).

Decentralization has become a central process for evaluating the effectiveness of public policy (Abrucio, Grin & Vargas, 2015), therefore, decentralization is a tool for improving democracy (Erlingsson, Ödalen, 2017), local participation and political stability and instruments to improve the efficiency of resource allocation (Kim, Bae, 2019), and means for managing heterogeneous societies or guarantees for territorial and social cohesion (Ruano, Profiroiu, 2017). The implementation of the decentralization policy has consequences, in the form of the transfer of a number of authorities to the regional government, the ability of the regional government to implement the proposed local authority, such as: decentralized natural resource management that focuses on institutional arrangements that form a balance of power between the central and regional governments (Benjamin, 2008; Rahman et al., 2019).

The issue of local government reform is a top priority in many developed democracies (Erlingsson, Ödalen, 2017). Likewise, reform of the political system in Indonesia, in 1998, brought about fundamental changes in the structure of government and civil administration (Siry, 2011; Wever et al., 2012). The impact of the practice of proliferation of local governments, as an implementation of decentralization reforms in Indonesia, has resulted in the fragmentation of regional development (Firman, 2010) and help overcome development problems between local governments (Firman, 2008; Bayar et al., 2020), and increasing the number of provinces, districts / cities, sub-districts and villages in Indonesia (table 1), the number of district / city autonomous regions from 1990-2018 increased by 42.41%.

**Table 1. Comparison of the number of provinces, districts / cities, subdistricts and villages in Indonesia 1990 and 2018**

| Province |      |       | Districts/ Cities |      |       | Subdistrict |       |       | Village |        |       |
|----------|------|-------|-------------------|------|-------|-------------|-------|-------|---------|--------|-------|
| 1990     | 2018 | %     | 1990              | 2018 | %     | 1990        | 2018  | %     | 1990    | 2018   | %     |
| 27       | 33   | 18,18 | 296               | 514  | 42,41 | 3.625       | 7.094 | 51,10 | 67.033  | 83.437 | 19,66 |

(Source: Processed by the author based on the data from the Ministry of Home Affairs of the Republic of Indonesia, 2020)

Reforms in Indonesia, now has entered a new phase of decentralization, two basic elements in the new policy include broader regional autonomy and fiscal

decentralization (Firman, 2003; Nyoto, Fadzil, 2011). One of the challenges of the decentralized system is ensuring cooperation and intergovernmental issues such as: Intergovernmental Relations (Vinceet et al., 2015; Albert, 2014; Abrucio, Vargas, 2015; Gabriele, Tediosi, 2014; Masaki, 2018), Multi-Level Governance (Gario, 1995; Glaser, Ferrol-Schulte, 2012; Gabriele, Tediosi, 2014; Andrew et al. 2015), and Center-Local Relations (Nyoto, Fadzil, 2011; FL Abrucio, EJ Grin, 2015), and Regional Government Cooperation (Tjahjanulin, Domai, 2000; Firman, 2009; Wahyudi, Andi and Sari, 2011; Putranto, 2013; Muhaidin, 2015; Pauhofova et al., 2018; Prameswari et al., 2013; Warsono, 2013; Harsanto et al., 2015; Kubak et al., 2018; Adhikari, 2015; Ruano and Profiroiu, 2016; Uns, Astriyani, 2017; Ciobanu et al., 2019).

Regional intergovernmental cooperation through agreements has a long history, but its implementation has increased in popularity over the past 20 years (Kwon, Feiock, 2010). Research on inter-regional problems, especially inter-regional cooperation, among others Firman, 2009: "Multi local-government under Indonesia's decentralization reform"; Tjahjanulin Domai 2009: "Implementation of inter-regional cooperation policies in the Utilization of Regional Resources"; Wahyudi, Andi and Maria AP. Sari (2011): "Regional Partnership to Increase Regional Development And Public Services in Border Region"; Putranto (2013): "The role of Regional Inter-regional Cooperation Agency of Subosukawonosraten in Inter-Regional Cooperation"; Prameswari et al., 2013: "Interregional Cooperation in the Solid Development Sector Based on Waste Management"; Muhaidin (2015): "Cooperation between region in the development of the town goods"; Harsanto et al. (2015): "Institutional Format of Inter-Regional Cooperation for Sustainable Economic Development of the Region"; Kristin Unsand Tya Astriyani 2017: "Inter-Governmental Relation in City Bus Public Transportation Service". The difference between this research and the research conducted by Firman, (2009); Domai 2009; Wahyudi, Andi and Maria AP. Sari 2011; Putranto, A., E. 2013; Prameswari, S. A. A. et al. 2013; Muhaidin, 2015; Harsanto, et al. 2015; Uns, Astriyani, 2017, that this research aims to highlight the contribution of IGC Institutions *PAWONSARI* as a collaboration of three cross-province districts, in empowering fishermen, and to analyze the impact of the transfer of authority to manage natural resources at sea to IGC in the field of marine and fisheries in maintaining political stability through the participation of local stakeholders in sustainability.

IGC Institutions *PAWONSARI*, is one of the inter-regional cooperation in the autonomous region in Indonesia, has a specific because it involves three districts of three provinces that border and has an area bordering the Indonesian Ocean, a category of underdeveloped districts. Collaboration began in 2002: Pacitan, Wonogiri, Gunungkidul districts aimed at opening isolation and developing border areas (Subianto, 2017). In 2012, there was a desire to resolve fishing conflicts by involving stakeholders in three border districts through the IGC. This article aims to contribute by reflecting inter-provincial inter-provincial Cooperation which is institutionalized and illustrates the policy of transferring local

authority in the management of natural resources at sea from district / city to provincial governments after reforms in Indonesia, after fifteen years of regional autonomy. This was done at the cross-province IGC Institutions *PAWONSARI*, especially the case of cooperation in the field of maritime affairs and fisheries through two interrelated aspects: First, highlighting the development of cross-province IGC Institutions *PAWONSARI* since its establishment until there was a transfer of local authority, in empowering fishermen: development of marine fisheries potential, enhancement of fishermen's capacity and expansion of the market for seafood products and conflict resolution between fishermen across provinces: the development of IGC in the field of maritime affairs and fisheries. Second, the impact of the transfer of local authority on the management of natural resources at sea on the importance of maintaining political stability and sustainable local stakeholder participation. The innovation aims to contribute to the cross-provincial IGC case discussion as an important factor in the process of transferring local authority in the management of natural resources at sea, especially fisheries resources.

### **1. Regional Autonomy and Local authorities transfer**

Economic history records that decentralization has emerged as a new paradigm in development policy and administration since the 1970s. Kuncoro (2003) argued, that growing attention to decentralization is not only due to the failure of centralized planning and the popularity of growth and equity strategies, but also the realization that development is a complex and uncertain process that is not easily controlled and planned from the central, whereas Tuhepaly (2006) decentralization is the transfer of government authority to an autonomous region within the Unitary State of the Republic of Indonesia.

In democratic governance related to the implementation of a decentralized system, that a good governance can be achieved, if fulfilled an adequate level of decentralization, innovation and local government development. Local government administration and autonomy can be realized more effectively through increased decentralization both administratively and financially, digitization of government and results-based management. One of the characteristics of a democratic government is to carry out decentralization, giving authority to the regional people to overcome the problems of their regions (Thoha, 2008). Decentralized governance can mean restructuring power; therefore, there is a system of shared responsibility between central, regional and local government institutions, such as: increasing opportunities for people to participate in economic, social and political decisions (GTZ, 2004). Decentralization can be political or technical in nature, while its development can create opportunities and threats, benefits and risks (José M. Ruano and Marius Profiroiu, 2017), also as a tool to realize local government that is more open, effective, responsive, and to improve the representational system of decision-making at the community level. Decentralization is a complex phenomenon involving geographical factors, social actors, and social sectors.

Overall geographical: international, national, regional and local. Social actors: government, private sector and civil society. Social sectors: all fields of political, social, cultural and environmental development, so in designing decentralization it must involve these three things (GTZ, 2004). The implementation of regional autonomy and decentralization has changed the form of intergovernmental relations, especially cooperation between Regional Governments, as the implications of decentralization policies (Pratikno dalam Subianto, 2017; Kinnunen et al., 2019).

In the framework of implementing the principle of decentralization in Indonesia, provincial, district and city areas were formed which have the authority to regulate and manage the interests of local communities, according to their own initiatives based on community aspirations (Law No. 22/1999, Article 4). Regional authority encompasses authority in all fields of government, except authority in the fields of foreign policy, security, justice, monetary and fiscal matters, religion, and other fields of authority (Law No. 22/1999, Article 7). The provision was revised to become Absolute Government Affairs in Law No. 23/2014, Article 9, whereas Absolute Government Affairs includes: foreign policy, defense, security, justice, national monetary and fiscal, and religion (Article 10). In the case of Government Affairs which are the authority of Provincial Regions are Government Affairs whose location, users, benefits or negative impacts across regency/city areas, and the use of their resources more efficiently, if carried out by Provincial Regions (Law No. 23/2014, Article 13). The provisions of Articles 13 and 27 (table 3) have based the transfer of authority to manage natural resources at sea from the Regency/City Region to the Provincial Region.

## **2. Intergovernmental Cooperation in Sound Governance**

FL Abrucio and EJ Grin (2015) revealed that intergovernmental relations are important in linking this policy with institutional design, and every policy influences the way intergovernmental cooperation operates. Intergovernmental collaboration has long been advocated as a way to gather resources and to improve the efficiency of the public sector. Regional intergovernmental cooperation within the framework of Inter-governmental Cooperation is useful to identify shared problems and exchange information between regions, identify and exchange technology or resources in each region, increasing regional capacity, making strategies, joint programs between regions, and joint policy making. Regional government cooperation is in line with governance principles, because it connects the public, government and the private sector in policy making (Agranoff, Mc.Guire, 2003; Nicolescu, L et al. 2020; Tamulevičienė, Androniceanu, 2020 ).

Tasmaya (2007) stated that development cooperation and utilization of resources between regions is intended to reduce disparities between regions, control conflicts, improve services, empower community participation and improve efficiency and effectiveness in resource use, thus a harmonious, balanced development according to position, role and function takes into account the principles - the principles of democracy, the diversity of each potential in one

integrated management. Intergovernmental collaboration (Angga, 2006; Agranoff, Robert and Michael Mc Guire, (2004) carried out both vertically or horizontally, without involving the private sector.

Farazmand (in Domai, 2011) argued, Governance is a concept of a governance system that is not only democratically clear, and without economic / financial, political, constitutional, organizational, administrative, managerial, and ethical defects, as well as internationally in its interactions with other nation-states and with their government sections in an independent and independent way. Sound Governance Dimensions: (1) Process, (2) Structure, (3) Cognition and values, (4) Constitution, (5) Organizations and institutions, (6) Management and performance, (7) Policies, (8) Sectors, (9) International powers or globalization, (10) Ethics, accountability and transparency. Furthermore Governance contains local, national, regional and international levels. All levels of governance can be directly or indirectly related. Local governance in the Sound Governance model can produce active citizen participation through direct or indirect involvement. Innovation is the key to Sound Governance, because innovation in policy and administration is central to Sound Governance. Without policy and administrative innovation, governance enters ineffective conditions, loses its government capacity, and becomes the target of criticism and failure. Sound Governance demands continuous innovation in the policy and administrative process, structures and systems essential for clarity in governance and administration.

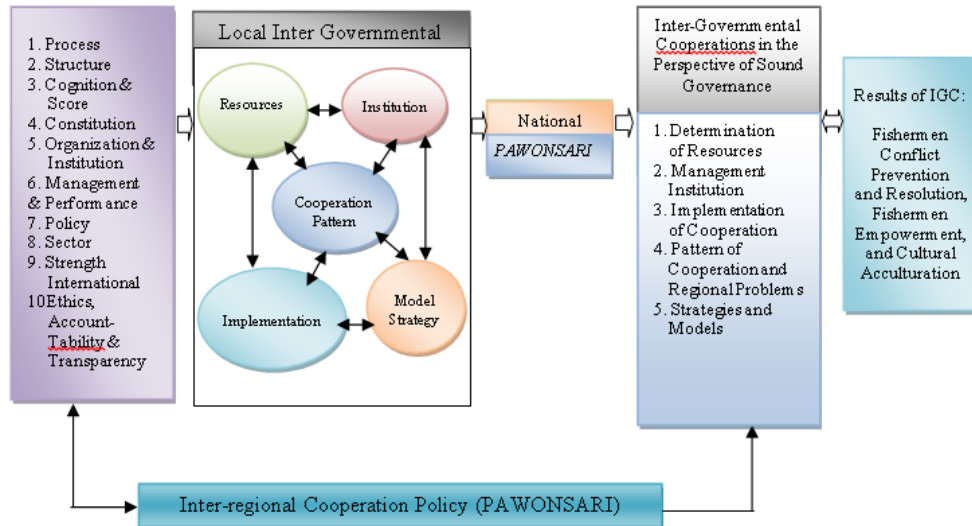
### 3. Research Methods

This research uses a qualitative approach (Denzin, Lincoln & Yvonna, 2009). Data is collected from interviews and FGD, field notes, documents and recorded archives, then analyzed through three stages: (1) data reduction, (2) data presentation, and (3) decision-making and data verification stages, data validation using source triangulation technique (Sugiyono, 2009). This research was conducted in the 2017-2019 period. Data collection procedure was done using unstructured in-depth interviews (Komariah, Satori, 2010; Esterberg, 2002; dalam Sugiyono 2012). We conducted 15 interviews (table 2). Field data based on observations (Bungin 2010) to those involved in the collaboration process, and supported by documents (Komariah, Satori, 2010).

Interview questions about the development of the role of IGC Institutions *PAWONSARI* in the field of marine and fisheries in empowering fishermen: increasing the capacity of fishermen and expanding the market for joint seafood products; and resolution of conflicts between fishermen across provinces: the development of the IGC Institutions *PAWONSARI* in the field of maritime affairs and fisheries, from the time it was established until the impact of the re-centralization of authority to manage natural resources at sea; and innovations to contribute to the impact of the transfer of local authority in the management of natural resources at sea, especially fisheries resources by maintaining the participation of local stakeholders and sustainable political stability. The analysis of this study used the theory of Sound Governance Farazmand (2004), developed

in the conceptual framework as a theoretical basis (figure 1) to investigate the IGC Institutions *PAWONSARI* in the field of marine and fisheries within the framework of regional autonomy in accordance with Law Number 32/2004 (Article 18, paragraphs 1-6) with Law Number 23/2014 (Article 27, paragraphs 1-5).

**Figure 1. Model Conceptual Framework for Research**



(Source: Processed by Author based on Farazmand, A. (ed), Model Modifications of Sound Governance Policy and Administrative Innovation, 2004) in Domai, 2010).

**Tabel 2. Reference Code from Interviews**

| Code              | Interviews   |
|-------------------|--|
| I-P-DKP-P: 1 to 2 | Interviews and FGD with Provincial and District Government Officials:<br>Head of Catch-Fisheries, Central Java Province: Head of Marine, Coastal and Supervision, Special Region of Yogyakarta<br>Head of Fisheries and Maritime Affairs Office, Pacitan Regency;<br>Head of Fisheries (Wonogiri); Head of Catch-Fisheries (Gunungkidul)<br>Head of the Border Regional Cooperation Section (Wonogiri);<br>Head of Cooperation (Pacitan); Government Section (Gunungkidul) |
| I-P-DPK-K: 1 to 5 |  |
| I-P-BKS: 1 to 5   |  |
| I-M-HNSI: 1 to 3  |  |
|                   | Interviews and FGD with the Community:<br>-Secretary of the Indonesian Fishermen Association (HNSI) Pacitan, Chairperson of HNSI Gunungkidul, Chairman of the Sadeng Fishermen Association, Gunungkidul.   |

Note: I: Interview; P-DKP-P: Government-Maritime and Fisheries-Provincial Service; P-DPK-K: Government-Office of Marine Fisheries-Regency; P-BKS: Government-Cooperation Section; M-HNSI: Society-HNSI.

**IGC Institutions PAWONSARI**

This IGC, was formed in 2002 based on a Joint Decree (SKB) of three regents (Pacitan-East Java Province; Wonogiri-Central Java Province, Gunungkidul-Province of Special Region of Yogyakarta/DIY) Number: 272/2002; 05/2002; 240 / KPTS / 2002, aimed at maintaining unity and integrity, developing the potential to improve services and welfare of the community, in particular facilitating the activities of the three regions in carrying out development and services for the border region communities and is expected to be able to open up the isolation of the border regions (Subianto, A., 2017), geographically the three regions have regions bordering the Indonesian Ocean and regencies that border each other.

**4. Results and Discussion**

After the Reformation Era in Indonesia, local governments underwent major changes. The central government distributed most of its authority to autonomous regions (districts / cities), aims at increasing the efficiency and equality of development and service delivery, and encouraging local participation and democracy. These authorities include the management of natural resources at sea (table 3).

**Table 3. Development of Regional Autonomy Policy in the Field of Natural Resource Management at Sea, 1974-2014**

| Before Reformation  | After Reformation (1998)   |   |   |
|---|--|---|---|
| Law No. 5/1974  | Law No. 22/1999  | Law No. 32/2004   | Law No. 23/2014   |
| Article 72, paragraph 2   | Article 3, paragraph 2; Article 10, paragraph 3  | Article 18, paragraph 1-6   | Article 27, paragraph 1-5   |
| Article 72, paragraph 2: Province Region divided into Regency and Municipality Areas. | Article 3: Provincial Regions, as referred to in Article 2, paragraph 1, consist of land and sea areas as far as twelve nautical miles measured from the coastline towards the high seas and/or towards archipelagic waters. The authority of regencies and municipal areas in the sea area (Article 10, paragraph 3) is as far as 1/3 of the sea boundary of the Provincial Region. | Article 18, paragraph 1: Areas that have a sea area are given the authority to manage resources in the sea area. The authority to manage resources in the sea area (Article 18, paragraph 4) at most 12 (twelve) nautical miles is measured from the coastline towards the open sea and/or towards the waters measured from the coastline towards the | Article 27, paragraph 1: Provincial regions are given the authority to manage natural resources at sea in their territory. The authority of the Provincial Region to manage resources at sea as referred to in paragraph 1 at most 12 (twelve) nautical miles is measured from the coastline towards the open sea and/or towards archipelagic waters. This provision does |



| Before Reformation | After Reformation (1998) |  |  |
|--------------------|--------------------------|--|--|
|                    |                          | archipelagic waters for the Province and 1/3 (one third) of the province's jurisdiction for regencies/cities. This provision does not apply to fishing by small fishermen. | not apply to fishing by small fishermen. |

(Source: Processed by Author, 2020)

Table 3 shows the development of regional autonomy policy after reform in Law Number 22/1999 on Regional Government (Law No. 22/1999), then several times it was revised to Law Number 23/2014 on Regional Government (Law No. 23/2014 ). After the reform, the granting of broad autonomy in the regency/city area was directed to accelerate the realization of community welfare through improved services, empowerment and community participation, so that the regional autonomy policy in Law No. 22/1999, including regulating regional aspects. Regional authority is not only in the mainland, but also in the sea area (Article 2, paragraph 1 and Article 3), and the authority to manage resources in the sea area (Article 10, paragraphs 1 and 2), where the authority of the regency/city in the management of the sea area is as far as 1/3 of the sea level of the Provincial Region, which was previously the authority of the central government (Law No. 5/1974).

After fifteen years of regional autonomy, the government revised Law No. 32/2004, by issuing Law No. 23/2014 concerning Regional Government (Law No. 23/2014), including Article 12, paragraph 3, Choice of Government Affairs as referred to in Article 11, paragraph 1 includes: a. marine and fisheries. In the chosen Government Affairs, the authority to manage resources in the sea area for district/city governments that have territories bordering the sea is changing. The authority to manage natural resources in the sea area under Law no. 32/2004 Article 18, paragraph 3, was revised to be the authority of the Provincial Government (table 4).

**Table 4. Development of land and sea division of authority from 1974-2014**

| Era before Reformation  | Post-Reformation  |   | Global Era   |
|---|---|---|--|
| Law No. 5/1974  | Law No. 22/1999   | Law No. 32/2004   | Law No. 23/2014  |
| The Sea Area is the authority of the Central Government, because only the land area is regulated. | The Sea Area is the authority of the Central, Provincial, Regency and City Governments. | The Sea Area is the authority of the Central, Provincial, Regency and City Governments. | Distribution of sea areas to the Central and Provincial Governments. |

(Source: Processed by the author, 2020)

Table 4, shows that before the reform, land and sea became the authority of the central government, but after the reforms underwent fundamental changes, that the authority to manage resources in the sea was distributed to district/city governments (Law No. 22/1999 and 32/2004). After fifteen years of regional autonomy, the development of dynamics of interests in the global era related to national and international issues, lack of political will and bureaucratic support, the dominance of central institutions has influenced government policy (G.L. Hollanda, 1998; Farazman, 2004), (De Alwis, R. 2020), as changes in authority over the management of natural resources at sea from district/city governments (Law No. 32/2004), are the authority of provincial and central governments (Law No. 23/2014).

**IGC for Marine and Fisheries**

The Secretariat of IGC *PAWONSARI* was formed in 2008, with 3 (three) years of work alternately from three districts, whose functions are to coordinate, plan, facilitate activities and resolve disputes, monitor, evaluate and report on collaborative activities (Subianto, A. 2017). The ICG cooperation agreement is valid for 5 (five) years, subsequently evaluated and can be extended, hence the commitment of the collaborating parties becomes important (I-P-BKS-1) (table 5).

**Table 5. The Development of IGC Institutions *PAWONSARI* (Pacitan, Wonogiri and Gunungkidul), Years 2002-2018**

| Year | Legal Basis for Cooperation  | Results   | Notes  |
|------|--|---|--|
| 2002 | Law No. 22/1999, Article 87; SKB Bupati Pacitan, Wonogiri Gunungkidul                              | Joint Decree on the Establishment of IGC <i>PAWONSARI</i> | To open isolation areas, especially the borders Pacitan, Wonogiri, Gunungkidul Districts                               |
| 2008 | Law No, 32/2004, Article 195; Government Regulations (PP) No. 50/1987, Article 87; SKB tiga Bupati | Establishment of IGC Secretariat                          | Determination of IGC Secretariat (2006-2009) in Gunungkidul, DIY Province  |
| 2008 | SKB Bupati Pacitan, Wonogiri, Gunungkidul  | Extension of IGC Cooperation                              | Determination of IGC Secretariat (2009-2012) in Pacitan, East Java Province  |
| 2012 | Law No, 32/2004, Article 195; Government Regulations (PP) No. 50/1987, Article 87; SKB tiga Bupati | Extension of IGC Cooperation                              | Produced Joint Operation, Empowerment and Potential Development of Maritime and Fisheries in IGC <i>PAWONSARI</i> Area |
| 2012 | SKB Bupati Pacitan, Wonogiri, Gunungkidul  | Extension of IGC Cooperation                              | Determination of IGC Secretariat (2012-2015) in Wonogiri, Central Java Province  |
| 2015 | Law No. 23/2014; SKB Bupati Pacitan, Wonogiri, Gunungkidul   | Extension of IGC Cooperation                              | Determination of IGC Secretariat (2015-2018) in Gunungkidul, DIY Province  |

(Source: Processed by the Author)

IGC Institutions *PAWONSARI* was established to develop the border region between three regencies bordering three provinces, has contributed to the regions involved in cooperation through the IGC secretariat whose function is to coordinate, facilitate the discussion and the signing of the KSO as a legal basis for agencies in implementing programs (I-P-BKS-2). Cooperation between regions is strategic, because the three regencies that collaborate are different provinces namely Pacitan, East Java Province; Wonogiri, Central Java Province and Gunungkidul, Special Province of Yogyakarta (Prov. DIY), as an inter-regional cooperation National Level of Governance (Farazmand, 2004), similar to Agranoff R and Mc.Guire, 2003; Peterson, 2008; Tasmaya, 2007; Kukulska-Hulme, 2004, or Wahyudi, Andi and Maria AP. Sari, 2011, that the establishment of IGC in order to advance interests, joint resolution, and areas of cooperation are increasingly diverse (table 6).

**Table 6. IGC *PAWONSARI* generating Joint Operation, 2003-2015**

| Years | Section of Joint Operation                      | Signatory Place     |
|-------|---|---------------------|
| 2003  | Transportation; Security; Employment            | Wonogiri Regency    |
| 2004  | Water Management                                | Wonogiri Regency    |
| 2008  | Civil Service Police Unit (Satpol PP); Tourism  | Wonogiri Regency    |
| 2011  | Health  | Wonogiri Regency    |
| 2011  | Education                                       | Wonogiri Regency    |
| 2012  | Marine, Fisheries and Animal Husbandry          | Pacitan Regency     |
| 2014  | Social welfare                                  | Wonogiri Regency    |
| 2015  | Infrastructure Development in the border region | Gunungkidul Regency |

(Source: Author from various sources, 2020)

#### **Implementation of IGC *PAWONSARI* for Marine and Fisheries**

The mobility of fishermen in utilizing fishery resources often causes conflict. Conflict of local fishermen vs fishermen of Andon (migrants) 1993-2004, involving fishermen of three regencies in East Java Province, killed 8 fishermen with a loss of 186 million (Subianto A., 2014). Wonogiri vs Gunungkidul fishermen conflict (2009-2010) with a loss of hundreds of millions of rupiah (Purbaningrum DA., 2015), as well as the conflict between local fishermen vs Andon, in 2004 involving Pacitan vs Gunungkidul fishermen resulted in damage to Pacitan fishermen. Conflicts of fishermen in the waters of the Indonesian Ocean in Pacitan region bordering Wonogiri, and Gunungkidul show conflicts are sporadic (Purbaningrum, 2015; Sujarwoko, D. H. (n.d.) (2012).

Conflict of local fishermen vs fishermen of Andon (migrants) in 2004-2012 in the utilization of fishery resources in the southern waters of East Java, Central Java and DIY Provinces, encourages the development of conflict resolution through IGC *PAWONSARI* by involving inter-regional fishing communities (Satria et al., 2002). District government innovation in the prevention and resolution of fishermen conflicts through IGC by expanding the field of cooperation namely the marine and fisheries sector, as is Murshed e Jahan, et al. (2014).

The implementation of the work program of the IGC Secretariat involved local district government personnel, but the organizational arrangement by the district government based on Government Regulation No. 18/2016 on Regional Apparatuses in 2017 has implications for performance, where IGC personnel are local government officials. The organization of regional apparatuses in Pacitan and Wonogiri, especially the Cooperation Section was merged into the Government Section to be Sub. Cooperation Section, has an impact on the synergy and performance of IGC (I-P-BKS-3), as found by Prameswari, Sekar Arum A dkk. (2013), that local agencies from the government level are interrelated in implementing policies at the local level and related to trust, shared goals and resources, so as to strengthen cooperation. Local government action is motivated by local needs and an increase in cooperation, when mutual needs and the presence of structural employees in IGC can reduce the independence of the institution.

The pattern of cooperation implemented in the field of maritime affairs and fisheries is in accordance with the cooperation agreement (Joint Operation): empowerment, services, facilities and infrastructure, management of marine and fisheries resources, institutions and fishing dispute resolution (I-P-BKS-4). In realizing the cooperation program, each party conducts periodic coordination to create a conducive climate and encourage productivity improvement by taking into account the preservation of fisheries resources (I-P-DPK-K-1; I-M-N-1). The implementation of the IGC program in the marine and fisheries sector, in the form of organizing a gathering forum for fishermen throughout *PAWONSARI*, resulted in an agreement on supervision, handling conflict between fishermen and Andon fishermen. In 2017, fishermen of Pacitan and Gunungkidul made an agreement supported by HNSI three regencies with an agreement not to do sea classification; mutual respect and help between fishermen, not interfering with and theft of fishing gear or intentional fishing aids both belonging to fishermen in the region and between regions; if there is a problem between fishermen, the fisherman will communicate through HNSI (I-M-HNSI-1). Efforts to prevent fishermen conflict through fishermen empowerment program (table 7) (I-M-HNSI-2).

**Table 7. Local Inter-Governmental Cooperation PAWONSARI  
Maritime Affairs and Fisheries**

| <b>Determination of Resources</b>      | <b>Management Agency</b>   | <b>Implementation of Cooperation</b>   | <b>Pattern of Cooperation &amp; Problems</b>  | <b>Strategy &amp; Model</b>  |
|--|--|--|---|--|
| Regents from the cooperating districts | IGC PAWON-SARI Secretariat; Maritime and Fisheries Service; National and Political Unity Agency/ Bakesbangpol; | Conflict resolution and fishing empowerment workshops, apprenticeships, joint marketing of marine products | Rotation of the secretariat every 3 years; Rights and obligations based on the Joint Decree and Cooperation | Operational Cooperation for Marine, Fisheries and Animal Husbandry; Integrated management; |

| Determination of Resources | Management Agency  | Implementation of Cooperation | Pattern of Cooperation & Problems                   | Strategy & Model                    |
|----------------------------|--|-------------------------------|---|-------------------------------------|
|                            | Legal Section, Development Planning Agency/ Bapekab of each district |                               | Agreement/ PKS of the Maritime and Fisheries Sector | Involvement of each district's HNSI |

(Source: Processed by Author, 2020)

The results of the empowerment program showed that Wonogiri fishermen previously used destructive fishing gear and replaced them with environmentally friendly fishing gear and developed the processing and marketing of marine products together (I-P-DPK-K-2; I-M-N-2). IGC funding comes from the three districts sourced from the Regional Revenue and Expenditure Budget (APBD), but with Government Regulation Number 2 of 2012 concerning Regional Grants, the source of funding is limited, thus impacting on operational support for the maritime and fisheries sector cooperation. The policy implication is that the operational pattern of IGC's cooperation becomes a program sharing system, therefore it impacts on the performance of the institution (I-P-DPK-K-3), as suggested by Muhaidin (2015) that cooperation between regions has not used the principles of cooperation well, because cooperation is only limited to sharing (joint service agreements). In support of institutionalized coordination and cooperation, IGC has not been optimal in developing inter-regional cooperation communication systems using information technology-based integrated information systems (I-P-BKS-5).

Cooperation in the field of maritime affairs and fisheries agreed in 2012, has not functioned optimally, because the authority over resource management in the sea area has been transferred to the Provincial Government (Law No. 23/2014, Article 27). The transfer of authority over the management of resources in the sea area from the autonomous region (district / city) to the provincial government, has an impact on the IGC *PAWONSARI* in the field of maritime affairs and fisheries that have been functioning and contributing for 5 years to the activities of inter-regional fishermen (2012-2017). Institutional implications on technical agencies namely the Office, previously in accordance with the nomenclature named the Office of Maritime Affairs and Fisheries, in the district/city area became the Department of Fisheries, while the Maritime Affairs, Coastal and Small Islands, Processing and Marketing and Supervision were eliminated, because it was related to the provincial authority in marine management (I-P-DPK-P-1). In addition, the issuance of permits for large fishing vessels until the size of 0-30 GT is under the authority of the Provincial Maritime and Fisheries Service (I-P-DPK-P-2). The Regency/City Fisheries Service only manages fish auction sites, empowering small fishermen and small scale fish farming, so that it has an impact on PAD (I-DPK-K-4).

Thus, the transfer of authority to manage natural resources in the sea area from the district / city government (Law No. 32/2004, Article 18) becomes the authority of the provincial government (Law No. 23/2014, Article 27), constituting a re-centralization of resource management authority nature in the sea area. This change of authority has negated the authority of autonomous regions over 1/3 of the sea area from the boundaries of the Provincial Regions, which was previously regulated in Law No. 32/2004 became part of the assets of the autonomous region for 15 years (1999-2014). If previously the provincial authority was from 4-12 miles, now the provincial authority was expanded to 0-12 nautical miles. This policy has an impact on the supervision system and public services with a limited number of provincial civil servants, as well as reduced access to stakeholder participation at the local level.

**5. Analysis of IGC PAWONSARI in the Perspective of Governance**

Inter-regional cooperation in the process requires internal support from the districts involved, both the substance commitment in cooperation, funding support and personnel who manage collaborative institutions on an ongoing basis, therefore innovative steps in inter-regional cooperation are needed as a solution to the limited funding, personnel and demands for environmental change, as suggested by Farazmand (2004) that Sound Governance demands continuous innovation in policy and administrative processes, structures and systems, important for clarity of governance and administration (table 8).

**Table 8. Analysis the Dimension of Sound Governance in IGC PAWONSARI Maritime Affairs and Fisheries**

| Structure   | Constitution   | Organization and Institution                          | Management and Performance   | Regulation  | Sector  | Ethics, Accountability, Transparency   |
|---|--|---|--|---|---|--|
| Person in charge; Chair and deputy; Secretary; District Liaison Coordinator; Chair of the working group | Regional Government Law; Government Regulations on Regional Cooperation; SKB Regent of three districts; Joint Operation for Marine, Fisheries and Animal Husbandry | IGC across provinces, for 5 years and can be extended | Conflict resolution and fishermen empowerment: workshops, intemships, joint marketing of marine products | Change of authority to manage natural resources in the sea area from regency / city to province; Law no. 32/2004 replaced Law No. 23/2014 | Fisheries and Maritime Affairs (2012-2016); Fishermen Empowerment (2016-2018) | Sources and uses of the budget are independent of each district; sharing program |

(Source: Processed by Author, 2020)

The inhibiting factors of IGC's synergy are (a) Legislation related to changes in authority to manage natural resources at sea; (b) Government Regulations related to the allocation of regional grant funds from the APBD; (c) Organizing the district apparatus organization; (d) Personnel mobility policies in the respective district governments; (e) Not yet optimal utilization of integrated information systems based on information technology as an effort of synergy between regional cooperation institutions, as suggested by Harsanto, Bambang Tri, Slamet Rosyadi, and Simin Simin (2015), that the existence of inter-regional cooperation institutions requires the support of the regional head's commitment and the support of the provincial and central government, especially funding and legislation.

IGC *PAWONSARI* in the field of maritime affairs and fisheries is an innovation developed by three cross-border district governments, to improve the quality of services to the community to prevent and resolve fishing conflicts effectively and efficiently by paying attention to democratic principles, the diversity of each potential in one integrated management. The strategies used in collaboration are facilitation, coordination, synchronization, and program integration, as suggested by Putranto (2015) that inter-regional Cooperation institutions have a strong role in coordinating, facilitating and evaluating cooperative activities.

The change of authority to manage natural resources in the sea area from the district/city to the province has an impact on the authority to manage natural resource assets in the sea area by stakeholders in the district/city area bordering the sea, which has so far benefited the district/city stakeholders. For this reason, the provincial government as an authority in the management of natural resources in the sea area needs to involve local stakeholders, because IGC Institutions *PAWONSARI* has provided benefits to those involved in the collaboration, as Kristin Uns and Tya Astriyani, 2017. The collaboration between regions in this study is based on a formal agreement in the form of a Joint Decree, in contrast to the findings Kristin Uns and Tya Astriyani, 2017, that the collaboration carried out is not based on formal agreement, only coordinative in nature. Sound Governance perspective analysis, that the collaboration developed by IGC *PAWONSARI* in the field of marine and fisheries has been functioning effectively for 5 years (table 9).

**Table 9. Results of IGC PAWONSARI Maritime Affairs and Fisheries, Year 2012-2017**

| <b>Problem</b>   | <b>Parties Involved</b>                       | <b>Innovation</b>  | <b>Results</b>  |
|--|---|--|---|
| Fishermen conflict (2004): damage to fishermen in Pacitan fishermen      | Pacitan fishermen vs Gunungkidul fishermen    | -  | Socialization of statutory provisions   |
| Fishermen conflict (2004-2012)   | Local fishermen vs Andon fishermen (migrants) | Development of IGC for Maritime Affairs and Fisheries, through KSO (2012)            | Agreement on Fisherman Friendly Forums in the PAWONSARI Region in Pacitan (2016)  |
| Fishermen Conflict (2009-2010): losses of hundreds of millions of rupiah | Wonogiri fishermen vs Gunungkidul             | IGC facilitation   | Fishermen Empowerment 2016-2018: workshops, internships, joint marketing of marine products   |
| Environmental damage due to use: potassium, compressor                   | Wonogiri fishermen                            | Switch to using traditional fishing gear (Krendet, drift stocking net, fishing line) | The realization of the Fishermen Community as a result of Cultural Acculturation of traditional farming and Fishermen Farmers in Wonogiri |

(Source: Processed from various 2020)

The issuance of Law No. 23/2014, IGC PAWONSARI in the field of maritime affairs and fisheries has not functioned optimally in building synergy between district governments, because the provisions of these laws regulate changes in authority in the management of marine resources from the district / city to the provincial government. Thus the re-centralization of local authority in the management of natural resources at sea, including fisheries resources, has an impact on the decreasing opportunities of local governments to increase their authority and capacity to provide opportunities for people to participate in social, political and economic decisions.

The consequence of re-centralization, needs to involve geographical factors, social actors, and social sectors, because re-centralization is not only the withdrawal of functions and resources from lower to higher levels of government, but the relationship of interdependence between levels of government to a certain extent, being able to condition the function of being withdrawn from the district / city into a function of the provincial government. This is to develop a balance of power between the central and regional governments. For this reason, innovation is needed through the development of the Provincial Inter-Provincial Cooperation Model by involving community participation and local stakeholders, in order to ensure the resolution of inter-regional inter-provincial fishermen conflicts (table 10).



**Table 10. Innovation Model of the Provincial Intergovernmental Cooperation in the Field of Maritime Affairs and Fisheries in Indonesia**

| Legal Basis for Cooperation   | Parties involved in the collaboration              |   |   |
|---|--|---|---|
|   | Regional Cooperation Areas                         | Field of Cooperation  | Stakeholder   |
| Law No, 32/2004, Article 195; Government Regulations (PP) No. 50/1987, Article 87; SKB tiga Bupati  | Inter-Provincial Districts (IGC <i>PAWONSARI</i> ) | Maritime Affairs and Fisheries  | Regency: Regency Marine and Fisheries Service; Bappekab; Cooperation Section; Government Section; HNSI Regency; Pillars of Fisher   |
| Law No. 23/2014; Government Regulations (PP) No. 50/1987, Article 87, Article 27 paragraph 1-4; Article 13 paragraph 1-3; SKB tiga Gubernur | Interregional Regions                              | Maritime Affairs and Fisheries; Government Affairs: its location, users, benefits or negative impacts across regency/city areas, as well as more efficient use of its resources, if carried out by Provincial Regions | Province: Maritime and Fisheries Service; Relevant agencies; Provincial HNSI; District elements: Fisheries Service; and related services; HNSI Regency; Pillars of Fisher |

Source: Processed by Author, 2020

## 6. Conclusions

The analysis of this article argues that IGC Institutions *PAWONSARI* has proven to be effective for 5 years in contributing to conflict resolution and empowering fishermen between districts across provinces. The change of authority in the management of natural resources at sea from the regency / city government to the provincial government has an impact on the non-optimal functioning of the IGC as an inter-regional inter-provincial cooperation institution in facilitating the resolution of maritime and fisheries problems between regencies bordering the ocean. In addition, the existence of a policy on the structuring of government organizations at the district level, and the lack of optimal utilization of an integrated information system based on information technology has become an obstacle to IGC Institutions *PAWONSARI* in realizing synergy between IGC members.

In the perspective of Sound Governance at the national level, the IGC function is not yet optimal, due to the weak support of the constitution, organizations and institutions as well as policies. For this reason, it is recommended that a model of inter-provincial cooperation in the field of maritime affairs and fisheries be developed, to ensure the involvement of local stakeholders and political stability between the center and autonomous regions, and to prevent inter-provincial fisheries conflicts in the utilization of fisheries resources.

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