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THE IMPACT OF MARINE AUTHORITY POLICY IN THE ECONOMIC SECTOR IN WEST JAVA INDONESIA

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Abstract

The research on the Implementation of the Authority of Province in the Sea (Study at the Department of Marine and Fisheries West Java Provincial Government) was motivated by the enactment of Law Number 23 of 2014 concerning the Regional Government. Which implied that the authorities in managing the sea, in the span of 0-12 miles, previously held by regencies/cities is now hold by the provincial authority. This resulted in services to the community to be less effective, due to the length/far distance of the span of control of the Provincial Government of West Java, Indonesia. limited human resources and budget in exercising provincial authority at sea of West Java Province, Indonesia. This research used the analysis of Rondinelli and Cheema (1983), consisting of environmental conditions which in it is how the authority at sea impacted the community, especially in the economic sector. This study used a descriptive method with a qualitative approach

Keywords

Policy Impact, Marine Authority, Economy

Introduction

The implementation of authority at sea by the West Java Provincial Government of Indonesia is carried out, although in its implementation it still

requires improvements including, among others, budget, human resources and infrastructure. The economic impact perceived by the affected community due to the authority taken over by the Province from the Regency in West Java, Indonesia.

With 17,504 islands, Indonesia has the second-longest coastline in the world behind Canada at 95,181 km, and 75% of the country is sea area (Martha, 2017). The seas around Indonesia have shaped its history and continue to play a major role in determining the direction of its future development. As an archipelagic country, Indonesia's marine environment is a physical reality that dominates approximately two-thirds of the country's total area (Bailey, 1988) . As the second largest archipelagic country in the world, Indonesia is aware that it has tremendous potential to become a global maritime axis. Armed with this strength, Indonesia is increasingly rushing to build an marine-based economy for the greatest prosperity of the people. The Ministry of Maritime Affairs and Fisheries of the Republic of Indonesia is committed to encouraging the growth of the maritime sector with various policies. One of them is to take advantage of the suitability of marine space. The seas that surround the archipelago are the common property of all Indonesian people (Hartani, Haron, & Tajuddin, 2021; Matthews & Mokoena, 2020).

The need for marine space which is a receptacle that covers the entire scope of water space on earth that connects land to land and other natural forms. It is a geographical and ecological unit and all related elements, and its boundaries and systems are determined by statutory regulations and international law. The marine spatial plan must have clarity and uniform references, otherwise there will be overlapping of authorities, it requires integration of all aspects, including in terms of political boundaries (Djunarsjah et.al., 2022). The suitability of marine space is an activity plan that has been licensed with coverage from coastal waters, territorial waters to jurisdictional areas (Muller, 2020).

As an archipelagic country, the sea area has meaning and function and plays an important role with the various potential sources of natural wealth contained therein. The sea area develops and plays a role as a national asset in terms of political, economic and socio-cultural aspects, as part of the country's territory, ecosystem, and resources and acts as a medium for inter-island traffic (Lekipiouw, 2014). Under the supervision of the Ministry of Maritime Affairs and Fisheries, the government ensures that access to the appropriate use of marine space aims to support the growth of various potentials in the country and can have an impact on the economic sector.

This activity plan has the potential for the development of various maritime-based economic sectors. The Department of Marine Affairs and Fisheries of West Java Province has the authority to provide legal certainty, business, and investment outside of oil and gas for all communities in West Java, Indonesia. This licensing policy is a control tool in realizing sustainable marine space development. In accordance with the socio-economic-cultural concept, sustainable development requires that the benefits derived from the use of natural resources in West Java should be prioritized to improve the welfare of the community, especially those who are economically weak, to ensure sustainable economic growth (Rizal, 2018).

How is the impact of the marine authority policy in West Java in the economic field, the role of the West Java Provincial Maritime Affairs and Fisheries Service based on Law Number 23 of 2014 has the authority to grant permits or in this case the suitability of the use of marine space for both those who do business and those who do not then increase public awareness, especially coastal communities, fishermen, cultivators, and other coastal communities with spatial planning, coastal communities can ensure that they have space that they can use to find their main livelihood.

The management of marine space must be effective, while maintaining the preservation of resources, marine health, and for the welfare of the community. The marine space suitability policy cannot run alone. Moreover, with the change of authority from 0-12 miles to become entirely the authority of provinces, so districts/cities do not have a stake in marine management. This is a challenge in itself because of the long distance, limited budget, human resources, and technology (West Java Provincial Marine and Fisheries Service, 2020b) . In its implementation, synergy from various parties is needed. Both from ministries, agencies, and regions. Thus, various aspects are needed in order to implement authority policies that have an impact on the economy. In this case, environmental conditions are needed, including: the political system, the structure of policy makers, the characteristics of the local political structure, resource constraints, socio-culture, the degree of involvement of program recipients, and the availability of sufficient physical infrastructure (Rondinelli and Cheema, 1983). The emergence of the evolution of institutional solutions in overcoming the difficulties related to access and resources usage in various settings (Ostrom, 1990), sea authority policies can have an impact on the economic sector in West Java, Indonesia.

1) Literature review

2.1 Impact of Public Policy

The impact of public policy is that a public policy has several dimensions, and all of them must be taken into account in determining and evaluating a policy. There are five dimensions of a policy impact, namely:

1. The impact of policy on public matters and the impact of policy on the parties involved. Thus, the targets in public policy that are expected to be influenced by the policy must be limited, and the expected impact of the policy must be determined from the beginning of public policy making.
2. The policy may have impact on conditions or groups beyond the policy objectives or goals that the policy-making actors have previously anticipated.
3. The policy may have an impact on current and future conditions that will affect the target group as well as the non-target group.
4. Evaluation also involves another element, that is the direct costs spent to finance public policy programs so that these policies can be implemented in such a way.

5. Regarding the indirect costs borne by the community as well as some members of the community due to public policies. (Dye, 1981)

Public policy as a projected program with certain goals, certain values, and certain practices. Policy is sometimes seen as a process with the center of attention focused on the policy cycle, although sometimes it is not linear, simultaneous and tends to be rigid (D. Lasswell, Harold., & Kaplan, 1970) . In general, the policy cycle includes policy formulation, implementation, and evaluation (Nakamura and Smallwood, 1980) . As for the opinion that the policy cycle consists of " *Agenda setting policy formulation, policy adoption, policy assessment* " (Dunn, 2000) . In the broad outline, the main activities of the policy cycle consist of formulation, implementation and evaluation (Mustopadidjaja, 1998) . In order for a policy to produce the expected results, this policy must be implemented. The relation with the authority of sea authority policy in the economic sector in West Java is how local governments play an active role in strengthening the economy for the surrounding community so that it has a direct impact and no one is harmed, policy makers synergize with the community in designing policies, formulating, adopting, implementing and evaluate.

There are several factors in policy implementation, which are influenced by communication, resources, disposition, and bureaucratic structure (Edward III, 1980) . Compared to the view that focuses on the process of achieving policy objectives (Grindle, 1980) , there is also opinion that emphasizes more on the substance of the factors that influence the implementation of decentralization policies. One of the aspects of policy implementation is *environmental conditions* where these environmental conditions include: political structure, policy-making process, local power structure, socio-cultural factors, program recipient organizations, adequacy of physical infrastructure (Rondinelli and Cheema, 1983).

2.2 Authority

Authority is commonly used in the field of public law which discusses the legality of power in making decisions and/or taking actions involving the public interest in the administration of government . The term authority has various definitions, P. Nicolai said that government authority is the ability to carry out actions or actions that have legal consequences, namely measures or actions that can cause legal consequences. (Aminuddin Ilmar, 2014) .

Because authority is an action that has legal consequences, so it is necessary to pay attention to the values, practices and impacts of an authority in policy making, meaning that the local government, that is the Province of West Java, that has the authority in matters of sea authority, pays attention to these matters. Because it is pointless to establish policy if it is unable to accommodate the needs of all parties involved.

2) Research methodology

Based on the description of the problems above, this research used qualitative approach. In accordance with the research objectives, the methodological approach used in this study is a qualitative approach. Qualitative approaches seek to offer and build constructive or naturalistic or interpretative work patterns (Creswell, 2003). So that the optimal naturalistic framework is able to understand and provide interpretations of phenomena. The data used in this study are primary data obtained through observation and interviews, as well as secondary data in the form of research results, documents related to the impact of sea authority policies in the economic sector.

Qualitative method because researchers want to understand, explore, and explain the impact of sea authority policy on the economy in West Java. This research collects data using literature studies by examining various books, journals, records and reports that are related to the impact of sea authority policy on the economy in West Java, how these policies are implemented and created impact on the economy. This study used data analysis techniques used in this study using the following steps: data collection, data reduction, data display, verification and confirmation of conclusions (Bungin, 2001).

3) Findings

4.1 Political System and Policy Structure

Political system is a unified (collectivity) set of political structure that has their respective functions to achieve the country's goals (Almond, 1956). The correlation with the impact of sea policy is how in the implementation of the policy that the interest of coastal community, fishermen, cultivators, and the other coastal community coast are being put forward. David Easton filed a definition about political system consisting of 3 (three) elements as the following: First, the political system values (by means of politics). Second, its allocations are authoritative, which the enactment is coercive or with authority (authoritative). Third, its authoritative allocations are binding on the society as a whole (Easton, 1957)

Based on the opinion, it can be underlined that political system consists of elements as following: first, a fixed pattern from institutionalized interpersonal relationship in various political bodies, both in the form of a political superstructure (executive, legislative, and judicial), also as political infrastructure (political parties, group of interest, oppressor groups, political communication tool, and political figures). Second, policies that covers division/allocation or distribution of material and immaterial goods to ensure the welfare of the people. In other words, distributing and allocating bindingly national values. Third, the use of power or authority to operate physical coercion legally. Fourth, integration and adaptation function towards the community, both inward and outward. The entire subsystem interacts with one another to create public policy.

In Indonesia, it seems there are two concatenation sets of main policy: (i) regular development planning and budgeting and (ii) expansion of laws and regulations that are more ad hoc (Datta *et al.*, 2011). National Development Planning System (SPPN), as mandated by Law no. 25/2004 concerning National Development Planning and operationalized in Government Regulations No. 40/2006 and No. 8/2008, requires 20 years Long Term Development Plan (RPJP) production; 5 years Mid-Term Development Plan (RPJM); and Annual Development Plan (RKP), at national, ministry, and regional level. RPJP operationalized every year through the RKP, which aims to inform the budgeting process (annual). Figure 1 illustrates how long term plan, mid-term plan and annual plan at national, ministry, and regional interact with one another.

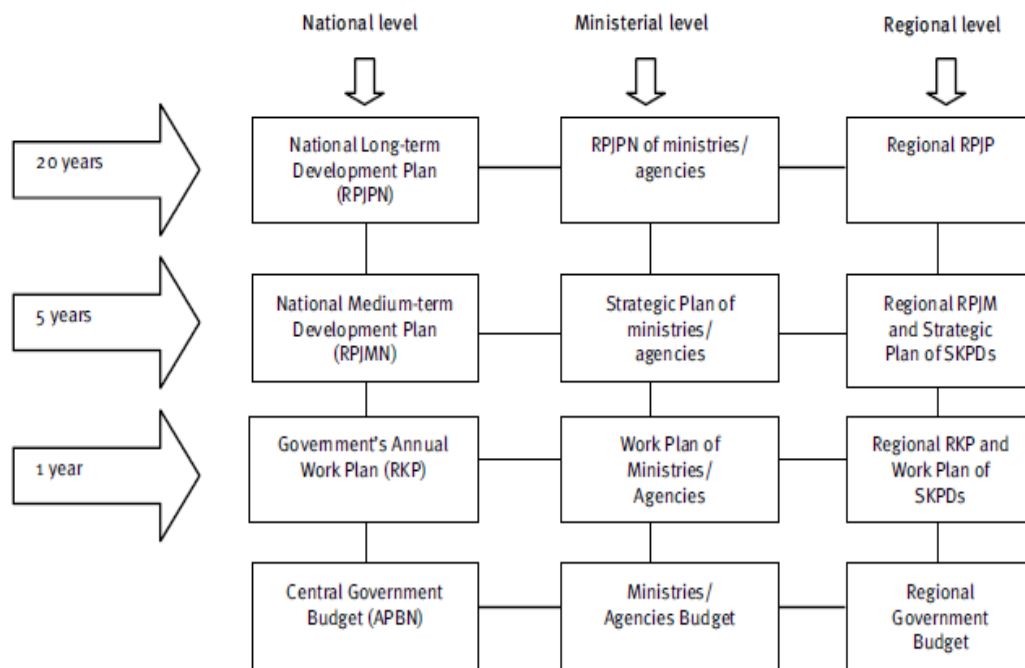


Figure 1: The Indonesian Development Planning Hierarchy
 Source: (Datta *et al.*, 2011)

Formal rules regulating the composing of development plan recommends that planning development must be (i) political: refers to the agenda proposed by the president (or other democratically chosen leader); (ii) technocratic: based on the data generated through scientific method; (iii) participative: combining views of group of interest or stakeholders, including from executive, judiciary, legislature, society, private sector, and non-governmental organizations (LSM); (iv) top-down: centered on plans prepared by the president, ministries and agencies; and (v) bottom-up: based on plan from villages, regencies, and regions level (Suzetta, 2007).

Indonesian Ocean Policy is the general guidelines of marine policy and implementation steps through ministries/agencies programs and activities in the field of marine that are arranged to accelerate the implementation of the World Maritime Axis.

As a country that is a part of UNCLOS 1982, Indonesia has full sovereignty over the territorial waters consisting of internal waters, archipelagic waters and territorial sea. Aside from that, the sovereignty of Indonesia also includes seabed and everything therein, as well as the air space above the territorial waters, and all the natural resources contained therein. The sovereignty right comes with the obligation to properly and sustainably manage it for the welfare of Indonesian people and comply with the national interest. Marine economic policies aim to set marine as the basis of economic. (President of the Republic of Indonesia, 2017)

The Indonesian government set the sea as an important asset that sustains the national development to achieve as welfare capital of Indonesian people. This matter has been materialized through its inclusion in important development plans that have been validated. One example of the significance role of fisheries and marines sectors for sustainable national development is stated in Long Term Development Plan (RPJP) 2005-2025 as the main part of the Law of the Republic of Indonesia No. 17 of 2007. This policy emphasized that the development in the marine sector is one of development locomotive and specifically stated in the 7th and 8th missions, pertaining to how crucial it is to increase development of the marine and fisheries sector's competitiveness so that it becomes the primary sector supporting the Indonesian economy

4.2 Local Power Structure

Big scale of decentralization gave enough power and resources from the central government to the regions government comprised of provincial government and districts/cities government, in many important policy fields. Capacity of central government has weaken in various tiers, with 35% of the state budget (APBN) and 3 million civil servant relocated from central authority to the regions (World Bank, 2009). Regional politicians area unlikely to cooperate with the central government unless there are direct personal gains (Booth, 2005). Thus, the curent ministries line have to negotiate and consult with regional government in designing and implementing new programs

Department of Marine and Fisheries of West Java Province's main duty is to formulate operational policy in fisheries dan marine exploration fields, which is a part of provincial desentralization authority, and it is the delegated authority to the Governor based on the principles of deconcentration and assistance tasks. Department of Marine and Fisheries West Java Province is required to support the Provincial Government's efforts to create core businesses in agribusiness and agroindustry development, as well as establishing marine business, as a part of the West Java Provincial Government institution.

4.3 Socio-Cultural Factors

According to Koentjaraningrat (1985), culture framework analysis dimensions of the culture concepts combined into a circular chart circle to show that culture's character is dynamical. This culture framework depicted as following:

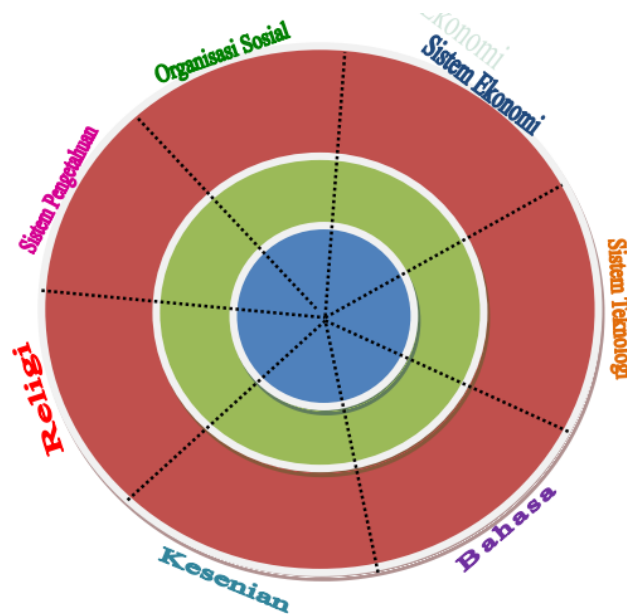


Figure 2: Culture Framework
Source: (Koentjaraningrat, 1985)

It can be seen from Figure 2, the innermost circle is Culture System, The second is Social System, whereas the outermost circle Physical Culture. Each circle can be divided into 7(seven) elements of universal culture (based on Malinowski concept), namely: i) Art; ii) Religion; iii) Knowledge System; iv) Social Organization; v) Economic System; vi) Technology System; and vii) Language. The social culture in West Java Province is supportive of the marine policy establishment, that being so creates a synergy in its implementation, and sea policy sea impacted the economic sector in West Java, Indonesia

4.4 Program Recipient Organization

Fishing community occupied the highest value position in the economic state when faced with sea conservation efforts (Jones, 2014). because with spatial planning, especially marine spatial planning, it is clear on which spaces that they are permitted to conduct fishing activity and which spaces that they are prohibited to do so such as the conservation area.

The conformity to follow the conservation efforts affecting the economic state positively, it is essential to put socio-economic factors and public involvement into consideration when planning and implementing said conservation efforts (Eriksson, Johansson and Blicharska, 2019). The significance of stakeholders participation on sustainable economic, social, and environmental aspects is evident (Eriksson, Johansson and Blicharska, 2019). Apart from conservation efforts such as mangrove, turtle, and coral conservations, turtles and reefs coral, the fishing community received aids from the government in the form of environmentally friendly fishing tools, trainings and technical guidance. The fishing community has Indonesian Fishermen Association (HNSI), there are also groups of salt farmers who recived tunnel and geoisolator assistance programs.

On Coastal Area Rehabilitation activities, 40,000 mangroves were planted in 5 (five) regencies. Each regency planted rhizophora and avicenia type of mangrove, as many as 8,000 trees. Procurement method used is self-management type 3, where it involved the public or public community for covering planting and maintenance activities.

Table 1: Mangrove Planting Beneficiaries

NO	REGENCY	DISTRICT/ VILLAGE	RECIPIENT	AMOUNT
1	Cirebon Regency	Grogol Village, Gunungjati District	Mina Citra Lestari	8.000 trees
2	Indramayu	Karangsong	Pantai Lestari	8.000 trees
3	Karawang	Suka Kerta Village (Tangkolak)	Kreasi Bahari	8.000 trees
4	Pangandaran	Bojong Salawe	Berkah Amulu	8.000 trees
5	Sukabumi	Desa Mandrajaya	Mandrajaya Nusantara	4.000 trees
6	Sukabumi	Ujung Genteng Village	Genteng Nusantara	4.000 trees

Source: (Department of Marine and Fisheries West Java Province, 2020b)

4.5 Physical Infrastructure / Resources Adequacy

In order to create growth in marine economy, the government built and developed maritime infrastructure to enhance connectivity and development through Indonesiacentric approach insted of Javacentric approach. Main programs in implementing marine infrastructure policy, are as followings: a. strategic national interest synergy in determining development area for marine infrastructure; b. development of national sea transportation connectivity system; c. developing the ability and capacity of the state owned enterprise in the field of marine infrastructure development and management that is competitive and comply to the international standard; d. enhancing the funding source ability for marine infrastructure development; e. creating good investment climate for maritime infrasructutre development and management; f. enhancing cooperation in investation infrastructure development with partner countries; and g. enhancing and developing ports.

In reality, the Physical Infrastructure and human resources at the Department of Marine and Fisheries West Java Province are still limited. The number of personnel in the Maritime Sector until 2019 is 11 people, consisting of 6 civil servants, and freelance daily workers as many as 5 people. It's not in balance with the sea area and the abundace marine and fisheries resources (Department of Marine and Fisheries of West Java Province, 2020b).

4.6 The Impacts of Marine Authority Policy

Through adoption of national marine policy, maximizing the marine space contribution to introduce marine resource potentials into long term development plan so that it can contribute to economic growth immediately (Levy, 1988). In drafting procedures of the act of Indonesian maritime policy 2nd period (2020-2024), one of them is economy, marine infrastructure Public welfare improvement (Silalahi, 2020). The importance of sea spatial plan so that a suitable marine space usage is achieved for it to be able to enhance public welfare.

The implementation implication of Law Number 23 of 2014 concerning Regional Government authorities, is that the districts/cities government do not own the authority to set nor manage marine sector even with the fact that the sea is located in their territory, and what is become the authority of Provincial Government in the marine sector are: a) Marine space management up to 12 miles excluding oil and gas; b) Issuance of permits and utilization of marine space below 12 miles excluding oil and gas; and c) Empowerment of coastal and small island communities (President of the Republic of Indonesia, 2014).

In outlining the duties and functions as well as the authority on the Marine and Fisheries field management, the Department of Marine and Fisheries of West Java Province has tried to develop marine and fisheries sectors based on a systematic planning strategy, which in this case has been formulated in form Strategic Plan (RENSTRA 2018 – 2023).

The aim of the 5 (five) year term of Marine and Fisheries development (2018 - 2023) is to improve the welfare of marine business and fisheries actors. Based on the objective above in 2020, it is set that the strategic targets for the development of the Department of Marine and Fisheries of West Java Province is a quantitative goals elaboration, they are:

1. Increase in production as well as value addition and competitiveness of Marine and Fisheries products, with one of the performance target indicators is a production as big as 988,000 tons and Increase in West Java Provincial Fish Consumption Rate Percentage as big as 1.1%.
2. Realization of Sustainable Marine and Fisheries Resources Management with performance indicator target, among them is Managed Marine Conservation Area Percentage, as big as 14.03%, and Percentage of Compliance Level to Law and Regulations done by the Marine and Fisheries Business Actors as big as 51.00%.

Department of Marine and Fisheries of West Java Province in Fiscal Year 2020 managed the budget facilitated by APBD (Local Government Budget) and APBN (State Budget) worth of Rp.83,726,067,876.00. The budget used to finance APBD activities worth of Rp.81.101.080.876.00; APBN/Deconcentration as big as Rp.2,624,987,000.00. Budget absorption year 2020, APBD Rp.75.311.020.435.00 (92.86%); APBN/Deconcentration Rp2,036,850,347.00 (77.59%). (Department of Marine and Fisheries of West Java Province, 2020a)

The established marine policy of the West Java Province impacted the province's economic sector growth. This growth in West Java Province can be seen in the picture below:

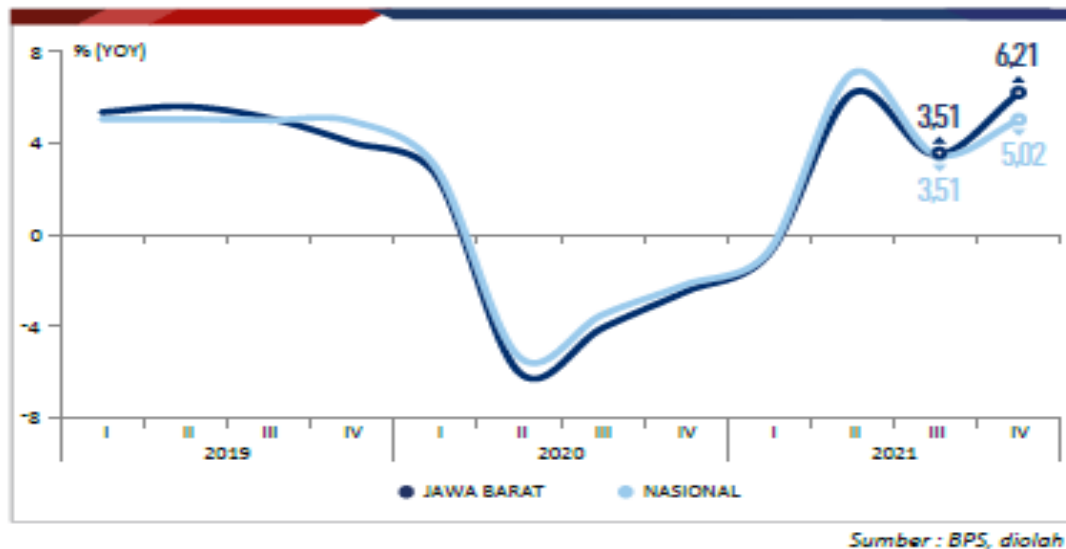


Figure 3: West Java and National Economic Growth

West Java's economy in the fourth quarter of 2021 grows positive by 6.21% increase significantly compared to the third quarter of 2021, and in the same direction with national economic growth. This considerably high economic growth is the reflection of recuperating economic recovery's progress, especially post the easing of the Java-Bali PPKM and supported by the increase in global and domestic demand during the National Religious Holiday (HBKN) of Christmas and New Year. By quarterly, economic growth recorded as much as 2.76%, higher compared to the third quarter of 2021, which grew 0.78%. West Java is still the support of the national economy with 13.02% segment, third highest after DKI Jakarta (17.17%) and East Java (14.46%). With various dynamics happening, from the economic activities, the progress of Covid-19 cases, as well as vaccination progress, the economic growth in West Java in 2021 recorded at 3.74%, higher compared to year 2020 which experienced contraction of -2.56%. (Bank Indonesia, 2022)

Development in the marine and fisheries sector in West Java Province period of 2018-2023 is facing quite heavy challenges which related to issues on (provincial) governance, production, commerce (conventional towards *e-commerce development*) and corporate institutional strengthening, social, environmental and regulations aspects. To achieve successful and just marine and fisheries growth, the complexity of the challenges must be gradually tackled via innovation and cooperation of all governmental components, society, and the private sector. In principle the marine and fishery sector development of West Java Province period of 2018-2023 refers to three main pillars which established as guidelines, they are:

1. Marine and fisheries sector have to be able to contribute contribute to recovery acceleration and growth of regional economy, among others in the form of production volume enhancement, export value, tax, contribution to Gross Regional Domestic Product (PDRB), providing job opportunities and public welfare on a sustainable basic.

2. Economic contribution obtained by applying independence principle where the development of marine and fisheries along with the economic results, are carried out and utilized fairly by the community in West Java Province themselves, and at the same time continue to cooperate with numerous parties, including foreign parties rationally and mutually benefiting as well as being responsible. The estuary of the second policy pillar is welfare distribution that is accessible for all the people of West Java.
3. Activities based on marine and fisheries resources carried out by rationally taking into consideration the marine ecosystem carrying capacity, coasts and fresh water when providing the said resources. Ecology becomes important pillar as reference in implementing marine and fisheries development policy, for the realization of sustainability marine and fisheries development.

The mentioned pillar is the base to achieve the targets that have been set and to implement the development programs in marine and fisheries sector carried out by The Department of Marine and Fisheries of West Jawa Province. The Department of Marine and Fisheries of West Jawa Province is performing programs that give great benefits to all the actors in the marine and fishery sector. Coaching efforts for fishermen, fish farmers, small scale fisheries entrepreneurs and coastal community aim to increase active participation in development through innovation and collaboration. Apart from that, existing programs are directed to increase efficiency and productivity of fisheries businesses, the creation of product added value, economic equity, control and utilization of science and technology, as well as improving the quality of human resources in marine and fisheries sector of West Java.

The Department of Marine and Fisheries of West Jawa Province continues to encourage the enhancement of market oriented commercial businesses in marine and fisheries sector, improves and expands diversity in fish production, expansion and even distribution of business and work opportunity, as well as increasing fish consumption (demand side). As for the environmental aspect, conservation efforts towards marine and fisheries resources also are carried out through rehabilitation and coastal area conservation. These initiatives are considered to be imperative in order to meet the demand for food, health care, and industry, as well as to boost fisherman and fish farmer revenue.

4) Conclusion

In general, the impact of the sea authority policy in West Java on the economy cannot be separated from the state of human resources as a production factor, and as well as a potential market. As a production factor, the population, level of knowledge, and ability will greatly affect the pace of development. As a potential market, West Java is thought to have a sizable population—it is the largest in Indonesia and is growing quickly every year—so it is logical to assume that it will have a sizable potential audience (fish consumers). However, the market absorption of fishery goods by local/regional consumers is still fairly low due to

their limited purchasing power and lack of understanding of the significance of fish as a highly healthy dietary element.

As outlined in Region Mid-Term Development Plan (RPJMD) year 2018-2023, Marine and Fisheries Department of West Java arranges new breakthroughs in planning Marine and Fisheries development. The fourth mission objective, "The realization of quality and competitive economic growth as well as reducing the economy disparity" was the base of the planning.

The economic sector of the community has been impacted by the changes of authority at marine policy. This is seen from West Java's economic growth in 2021, which was 3.74 percent greater than in 2020. Although the West Java Province of Indonesia has implemented the authority at sea, improvements are still needed, including in the areas of budget, infrastructure, and human resources, so that the policy of authority at sea of West Java Indonesia can function optimally and improve the welfare of the community.

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