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Transfer of Management Authority for Marine Affairs from Banyuwangi Regency Government to East Java Provincial Government (Study of Existing Conditions in 2019)

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Abstract

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Law No. 23/2014 on Regional Administration grants the most management responsibility for maritime affairs to the provincial government, while the regency/city is only permitted to oversee catch fisheries and aquacultures. Similarly, in Banyuwangi Regency Government, which is the de facto coastal region with a strong potential for marine resources, East Java Provincial Government is delegated power over maritime matters. In practice, however, there are various issues, including a lack of support with fishing gear for locals. This study sought to investigate and assess the transfer of maritime management authority from the Banyuwangi Regency Government to the East Java Provincial Government. Observation, interviews, and examination of pertinent documents were employed as data collection methods. The analysis utilized a two-pronged criterion for the distribution of government affairs: Efficiency value. Research revealed that the transfer of management authority for marine matters from the Banyuwangi Regency Government to the East Java Provincial Government had not resolved the fisheries and navigational problems in Banyuwangi. It is proposed that a portion of the management of marine affairs be given to the Banyuwangi Regency Government and the East Java Provincial Government.

Introduction

Indonesia is the largest island nation in the world. Indonesia has one of the most extended coasts in the world, reaching 54,716 kilometers from Sabang to Merauke, second only to Canada's 202,016-kilometer coastline. With its extensive coastline, most of Indonesia's regions are coastal areas with moderate economic potential. This capacity, if optimally developed, can contribute to the well-being of the communities. Since 1998, when the reform era began, Indonesia has been developing a decentralized system of government to increase social welfare, create equitable development, and bring public services closer to communities. Local governments use all of their financial resources to offer citizens public services (Mehiriz, 2017). The manifestation of this decentralization is the introduction of regional autonomy. At the provincial level, decentralization is asymmetrical, emphasizing the province region following the applicable laws and regulations. At the regency/city level, there is a symmetrical decentralization with an equal distribution of authority to regencies/cities (Lambelanova, 2018).

The precise goals of decentralization can be derived from the central government's and the local government's objectives (Smith, 1973). According to (Cheema, 2007), decentralization aims to expand the capacity of local governments to provide public goods and services and enhance the efficacy and efficiency of regional economic development. Furthermore, regional autonomy can lessen the gaps between developed and impoverished provinces caused by the transfer of funds between local governments, physical and human resources, employment, agglomeration, industrialization, openness, and geographic position (Kim & Samudro,

2017). According to Article 9 paragraph (1) of Law No. 23/2014 on Regional Administration, government affairs consist of whole government affairs, concurrent government affairs, and general government affairs, while contemporary government affairs are divided between the central government, provincial governments, and regency/city governments, per paragraph (3). As stated in Law No. 23/2014 concerning Regional Administration, concurrent government affairs become the basis for implementing regional autonomy.

The law also describes the distribution of government affairs between the federal, provincial, and emergency/city levels of government. In Chapter V regarding the Authority of Provinces over the Sea and Provinces with Archipelago Characteristics, as well as in the Explanation Section regarding the Distribution of Marine Affairs and Fisheries, the distribution places greater emphasis on management authority for marine affairs, coastal areas, small islands, supervision of marine and fishery resources, fish processing and marketing, fish quarantine, quality control and safety of fishery products, and human resource development. Banyuwangi Regency is a regency of East Java Province and a coastal region with 175 kilometers of shoreline located near the easternmost tip of Java Island. Banyuwangi has the potential to surpass Bagansiapiapi as the second-largest fish-producing region in Indonesia, and it continues to dominate the capture fisheries and other fishing businesses in the country. Muncar, Grajagan, and Plengkung are the beaches in the Banyuwangi Regency that have the most potential and individuality. With such vast maritime potential, there must be a synergy between the Banyuwangi Regency Government and the East Java Provincial Government, given that most marine management authority has been granted to Provincial Government under Law No. 23/2014 on Regional Administration. It is also backed by Law No. 27/2007 on the Management of Coastal Areas and Small Islands, as amended by Law No. 1/2014 on the Amendment of Law No. 27/2007 on the Management of Coastal Areas and Small Islands.

However, with the implementation of the marine affairs management policy, Banyuwangi Regency also faces issues. One of them relates to fishing gear management. Locals and fishermen, particularly in Muncar District, Banyuwangi Regency, produce little fish due to a lack of fishing equipment support and large corporations' dominance. This was handed by a member of Commission II of DPRD (Regional House of Representatives) of Banyuwangi Regency to Inosentius Syamsul, the head of Pusat Perancangan Undang-Undang (Center for Legislative Drafting) Badan Keahlian (BK) DPR RI. In addition, the DPRD of Banyuwangi Regency reports that the fish population is shrinking. Even though traditional/local wisdom is a part of etiquette and morality that helps people find the answers to moral questions of what to do and how to do it, especially in terms of environmental and natural resource management, this occurred due to the uncontrolled fishing system and the opening of new gold mining sites, impacting the survivability of fishes around the mining location (Stanis, 2007).

The mining activities negatively affect the ecology (Roedjinandari, 2019), and Banyuwangi's fisheries become sluggish. Before mining, Muncar District, Banyuwangi Regency, was one of Indonesia's most prominent fish-producing locations. However, there are currently numerous issues that require rapid resolution. 3 On a local to a global scale, experts have observed alarming concentrations of mercury, dioxins, and other pollutants in fish that are potentially hazardous to human health. PCBs, dioxins, and mercury have been discovered in marine fish such as tuna, bluefish, and striped bass (Osher, Leclerc, Wiersma, Hess, & Guisepe, 2006). Numerous estuaries are essential for the development of high-value species. However, due to the deterioration of the coastal environment, fish populations have become more susceptible to human impacts and natural dangers, and their survivorship has diminished. Even though human groups depend on exploiting living resources for survival, they cannot protect or maintain their fishing or farming activities (Prouzet, 2019). This is consistent with what we have discovered from secondary documents, occurrences, and mining cases in Muncar Waters that have created pollution, decreased the fish population, and harmed the marine life in the Muncar region since 2011. According to (Smith, 1973) biodiversity loss creates significant financial concerns, particularly for natural resource-based industries. Increased ecological knowledge has been recognized to alter public perception and promote the operational transformation of biodiversity. Bringing social learning into different socio-ecological contexts and areas for future research on business and biodiversity is one of the conceivable methods. This learning approach is anticipated to lessen marine affairs issues. This research intends to investigate and analyze maritime affairs management authority transfer from the Banyuwangi Regency Government to the East Java Provincial Government.

Literature Review

East Java Provincial Government should have been able to facilitate cooperation with public and private universities to research the potential of fisheries and marine resources, given that the Marine Affairs and Fisheries Agency of East Java Province has a broader range of primary duties and functions, both administratively and geographically, as well as more significant financial resources than Banyuwangi Regency. The results of the research can be used as a basis for the planning, budgeting, and implementation of marine governance in East Java Province, including fisheries and waters in Banyuwangi Regency, to make the handling more quickly and cost-effectively, reduce the costs that the community must bear to meet their needs, and prevent the lost opportunity that the community would have had if specific programs related to marine governance did not run (Purwanto, 2012). Delegation of authority to local government for the provision of public services can be accomplished by considering the scale and scope of the economy (the appropriate scope of services so that efficiency through information and coordination can be achieved and accountability through public participation and cost recovery can be

improved), spillover cost and benefit, distance to the community being served, consumer preferences, and budget composition flexibility (Shah, 1994). However, the increased responsibility of local government in providing public services has not yet contributed significantly to the improvement of local welfare because the local government has yet to prioritize its budget following public interests (Mahi, 2018).

The implementation of authority has not yet been accompanied by an increase in the transparency of public policy management (Mehiriz, 2017). As evidenced by economies of scale, the East Java Provincial Government has not optimally fulfilled its responsibilities as the marine governance authority in East Java Province. The Marine Affairs and Fisheries Agency of East Java Province should coordinate the economies of scale, which are typically associated with the features of the average unit cost of implementing government affairs or providing public services. Marine Affairs and Fisheries Agency of East Java Province must be more proactive in building cooperation with academics/universities and research institutes and coordinating with relevant provincial and regency level agencies within its work area to be able to handle environmental and other issues requiring coordination between the knowledge and functions of scientific, social, economic, and political actors (Purwanto, 2012). Cooperate with the Marine Affairs and Fisheries Agency of Banyuwangi Regency to facilitate and improve the fulfillment of public needs in Banyuwangi Regency. The Marine Affairs and Fisheries Agency of East Java Province should improve its performance, particularly in marine governance, and more quickly and precisely resolve community-reported problems.

The conditions are that the East Java Provincial Government has made derivative regulations of Law No. 23/2014 concerning Regional Administration regarding the management authority for the marine sector. The authority of the regency government is limited to the coordination line in the marine and fisheries sector, even though the management of marine and fisheries sector problems that are developing among the communities of Banyuwangi Regency necessitates more authority. When a problem arises, the community must be able to swiftly report it to the closest government, regardless of whether it falls under the jurisdiction of the regency government or the provincial government. They only care about how their problems may be resolved more quickly and how they can obtain a solution. However, what has transpired is that the Banyuwangi Regency Government handles most marine issues with relatively few resources, as the necessary funding sources have been budgeted at the East Java Province level. In addition, the Marine Affairs and Fisheries Agency of East Java Province conducts a vast number of activities in the field that should have been allocated to the Fisheries and Food Security Agency of Banyuwangi Regency along with the financing sources. This reality cannot be divorced from the municipal government's jurisdiction. As a result of the need to expedite the resolution of community issues reported to the local government of Banyuwangi Regency, the majority of duties tend to be

carried out by the Banyuwangi Regency Government, based on the regulations and regional cultural approach, including the sources of funding. However, according to (Cheng, 2018), this does not imply that the finance sources are automatically included in the works or public services the government performs at a lower level. Still, it does improve community support for local government. Due to decentralization, there are competing and overlapping jurisdictions in the provision of public services at the local government level. Therefore, more significant labor input is required to generate public goods and services to meet the local community's needs.

In addition, the characteristics of upper-level government organizations are not linearly related to the provision of public services at the local level (Shi, 2020). Regarding the maritime phenomenon in the Banyuwangi Regency, it is suggested that a portion of the funding be delegated to the marine authority. As no portion of specific government affairs will be permanently decentralized; as each portion of government affairs possesses unique political, administrative, and economic characteristics; as the question of centralization and decentralization in specific government affairs is influenced by several factors that frequently move in opposition; (Porter & Olsen, 1976). According to Marzuki (Rifqinizamy, 2017), in the framework of constitutional law, autonomy involves making its laws and regulations (zelfwetgeving) and exercising self-government (zelfbestuur) in governing itself. CW Van der pot defines local autonomy as eigen huishouding, or the management of one's household. As there are numerous types of marine sub-affairs, it is preferable to leave their management to the region, in this case, Banyuwangi Regency, based on the opinions of experts and the data presented above. This is because marine sub-affairs cannot be managed uniformly across regencies due to their different potentials, characteristics, problem phenomena, and needs.

The community of Banyuwangi, particularly those living near the seaside, supervises by reporting events to the responsible party, or in this case, to the relevant local agencies so that they can follow up and avoid the problems from having wider adverse effects. The closest agency is the Fisheries and Food Security Agency of Banyuwangi Regency. However, the regency's maritime management jurisdiction has been transferred to the provincial government following Law No. 23/2014 about Regional Administration. In addition, the acquisition and use of appropriate fishing gear must be consistent with the existing conditions, availability, and potential of fish resources in the seas or sea of Banyuwangi. This must be founded on research conducted by qualified parties, as well as the desires of the fishing communities themselves. This is because the community is a direct user who understands the fishing equipment required for various fish traits, natural elements, and the surrounding water/sea environment. Traditional corporatist entities, such as business organizations and labor unions, flourish, develop, and play a significant role in public policy decision-making (Christiansen, Mach, & Varone, 2018). To collect aspirations, facilitate communication and information, and establish unity and integrity among fishermen, the Fisheries and Food Security Agency of

Banyuwangi Regency established a communication forum and gathering of fishing communities throughout Banyuwangi Regency, i.e., Pokmaswas, and the Indonesian Fishermen Association (HNSI), making it easier for them to conduct deliberations in communicating or solving specific problems in which results become more tangible.

Given that Banyuwangi Regency is the major fishery hub in East Java, particularly along the coast of the Muncar District, the fishing communities supervised by the local monitoring society frequently participate in ceremonial activities, both regional and national events. These events are intended to bring tourists to the seaside area of Banyuwangi, hence increasing revenue for the region and the local inhabitants. Another objective of these ceremonial activities is to introduce and preserve marine and fishery culture for the next generation and to encourage community participation in environmental and fishery resources sustainability by providing information and counseling, such as increasing public awareness so as not to litter on the beach and increasing public awareness in managing factory waste from the fishing industry to be more environmentally friendly. These local monitoring society's initiatives were unsuccessful in accomplishing their objectives. Litter, factory waste, and the byproducts of the fishing industry are still being disposed of in inappropriate locations that end up on the beach, causing significant environmental pollution and negative impacts, such as the decline in the number of fish caught in the Muncar Sea or surrounding waters, or the decline in the catch of lemuru fish, the most important fish commodity in Banyuwangi.

Methodology

Due to legal restrictions and regulations, research on government topics can be undertaken using current data. Therefore, this study's descriptive and analytic design used a qualitative methodology. Observation, open interviews, and document analysis were used to collect data, with government documents on the ground as the data source (Darwis, 2013). The technique of data analysis and data interpretation was as suggested by (Marczyk, 2005): "In the majority of types of research investigations, the process of data analysis includes the three methods below: (1) data preparation for analysis, (2) data analysis, and (3) data interpretation (i.e., testing the research hypotheses and drawing valid inferences). Then, triangulation analysis was utilized to validate the data. Data triangulation is a strategy of the check, recheck, and cross-check in which initial research data should be supplied as a basis for a recheck in an in-depth study. That validity and reliability should be cross-checked (Satori, 2019). The qualitative research methodology is non-hypothetical. Therefore, it is not required to construct hypotheses as the first stage since the purpose is to explain rather than test the findings and to seek the answer or investigate the study problems (Tashakkori, 2010). The previous literature was studied critically to evaluate the data for establishing and understanding

law-related terminology for legal consideration of the transfer of authority from one government to another.

Findings and Discussion

Wolman in [Faquet \(1997\)](#) discusses criteria in the distribution of government affairs as an analysis tool, which is applied in this research. The theory divides government affairs into two categories: (3) Disparity, economic (potential), and administrative capacity. (5) Maintenance of macroeconomic stability Governance value comprising sensitivity and accountability, social and cultural diversity, and political engagement. Wolman ([Faquet, 1997](#)) states this component is vital for providing public services. Economies of scale are typically associated with the average unit cost of executing government activities or providing public services. Specific forms of government activities or public services are more efficient when carried out on a big scale or by the upper-level government (central/provincial) because the cost per unit or average cost is lower than when carried out on a small scale or by the regency/city. Consequently, it is preferable that government affairs not be assigned to local government the more significant the prospect of reducing costs by extending the scope of services/provision. The problem of quality of life and welfare is essential for public policy-makers and city planners, which necessitates complicated socio-economic considerations allowing for a more efficient and innovative evaluation of the quality of life at the municipal level ([Doumpos, Guyot, Galariotis, & Zopounidis, 2020](#)).

This criterion examines whether the Banyuwangi Regency Government or the East Java Provincial Government implements Banyuwangi's public interests in marine affairs more effectively (in terms of convenience, speed, and cost). The waterways or sea in the Banyuwangi region are relatively expansive due to their location in two provinces, Java and Bali, and the waters of the Indonesian Ocean. Due to its important position in the ocean, it should be handled by a more capable agency with a broad authority scope. Therefore, the authority should be given to the East Java Provincial Government, or in this instance, the Marine Affairs and Fisheries Agency of East Java Province.

With the existing conditions and position of Banyuwangi Waters, which are rather expansive, the mobility on the waters/sea is relatively dynamic, and the numerous phenomena necessitate a reasonably prompt and competent response from an institution. However, the situation and problems on the ground indicate that the Marine Affairs and Fisheries Agency of East Java Province have not been operating as efficiently as it should due to its large control area, limited facilities and infrastructures, limited human resources, and different regional customs. Banyuwangi and Bali seas are second only to Bagansapiapi in terms of fish production in Indonesia. According to a 1995 study, Banyuwangi Waters was notable for producing Lemuru (*Sardinella Lemuru*) fish. However, there is no longer any research on the potential of fish resources in Banyuwangi-Bali waters (Bali Strait),

so, the management of fisheries, such as fishing gears, has been relying on the research conducted in 1995, even though the current conditions of marine/fishery resources are unquestionably different than they were in 1995. As a result, the planning and budgeting do not accommodate the altering requirements. As there is no more recent research on the fish potential or research in Banyuwangi-Bali waters, its potential or resources have not been appropriately recognized, making it difficult for the government to plan and procure assistance, such as the provision of fishing gear to fishermen, and to sign a Memorandum of Understanding (MoU) between the East Java Provincial Government and the Bali Provincial Government. The information regarding maritime affairs and fishery facilities is shown in the [table 1](#) below.

Table 1. Number of Fishing Gears in the Technical Executive Unit (UPT) of Muncar Coastal Fishing Port (PPP) in 2019

No.	Type of Fishing Gear	Number (units)
1	Purse Seine	207
2	Seine net (Payang)	42
3	Gill net	679
4	Lift net	276
5	Hook and Line	642
6	Traps	282

Source: Technical Executive Unit (UPT) of Coastal Fishing Port (PPP), Marine Affairs and Fisheries Agency of East Java Province, 2019

If there are externalities associated with the implementation of government affairs, it is appropriate that they not be delegated to lower-level local governments. If it is still to be delegated to lower-level local government, there must be a method for compensating the authorities executing government business or absorbing the costs. Since marine issues in Banyuwangi Regency are related to other places such as Bali Strait or Bali waters and neighboring regencies, marine sector services and products impact other regions, with Situbondo Regency being the closest. The shifting prices of fish catch in Banyuwangi, Situbondo, and other neighboring regencies is one of the effects. Natural factors such as fishing-friendly weather also affect this fish capture. The East Java Provincial Government, or the Marine Affairs and Fisheries Agency, has complete control over the causative or externalities component to prevent a higher cost to the population beyond the fish-producing regions of East Java Province. The local government has developed a technical executive unit to perform public services more effectively and efficiently ([Bergh, Erlingsson, & Wittberg, 2021](#)). Technical Executive Unit (UPT) of Port and Management of Marine and Fishery Resources (P2SKP) of Muncar, Banyuwangi, attempts to stabilize fish catch prices by reporting to the Marine Affairs and Fisheries Agency of East Java Province, based in Surabaya, and coordinating with related Fisheries Agencies, i.e., Fisheries and Food Security Agency of Banyuwangi and Situbondo.

Table 2. Number of Vessels by District and Type in Banyuwangi Regency in 2018

District		Vessel without motor	Vessel with Outboard Motor	Vessel with Inboard Motor
010	Pesanggaran	5	420	52
011	Siliragung			
020	Bangorejo			
030	Purwoharjo	6	430	17
040	Tegaldlimo	3	250	
050	Muncar	45	2,551	517
060	Cluring			
070	Gambiran			
071	Tegalsari			
080	Glenmore			
090	Kalibaru			
100	Genteng			
110	Srono			
120	Rogojampi			
121	Blimbingsari	11	652	25
130	Kabat	14	20	
140	Singojuruh			
150	Sempu			
160	Songgon			
170	Glagah			
171	Licin			
180	Banyuwangi	9	198	19
190	Giri			
200	Kalipuro	15	353	
210	Wongsorejo	7	473	33
Banyuwangi		115	5,347	663

Source: Fisheries and Food Agency of Banyuwangi Regency, 2019

Different existing conditions of fishery resources produced in Situbondo and Jember, which are the closest coastal areas, have little effect on the fish market conditions in Banyuwangi because Banyuwangi itself is rich in fishery resources and takes advantage of its location by diversifying the marine and fishery resources. Local government is authorized to control the implementation of policies and supply public needs (Doumpos et al., 2020), including public economic needs in marine affairs so that instead of relying just on fish harvest, they also utilize the potentials around the sea (the land). Fisheries and Food Agency of Banyuwangi Regency's aim is "To Achieve an Advanced and Sustainable Marine and Fishery Business for Community Welfare and Independence." To realize this objective, the Fisheries Agency of Banyuwangi Regency has, since 2008, developed a local monitoring society, Kelompok Pengawasan Masyarakat (Pokmaswas), in collaboration with cross-sectoral agencies and the Indonesian Navy and Army. In the local monitoring society, fishermen are educated as

environmental stewards and tourism agents based on the potential of their region, as well as volunteers in the preservation of the environment, particularly the removal of the garbage. This is consistent with the Regent of Banyuwangi, which aims to achieve empowerment via the development of community institutions, education, and diversification to promote the ecotourism-based growth of Banyuwangi. See the [figure 1](#) below for additional information on community empowerment through aquacultures.



Figure 1. Aquacultures in Banyuwangi Regency

According to data collected in Banyuwangi Regency, externalities tend to be negative because the East Java Provincial Government, which has greater authority and financial resources, appears slow to respond to or manage problems, resulting in fluctuating fish catch production or unstable prices. In reality, most of the problem management is carried out by a local government agency with a narrower territorial reach, namely the Fisheries and Food Security Agency of Banyuwangi Regency, in collaboration with a cross-sectoral agency, the Indonesian Navy, and Pokmaswas. According to Wolman ([Faquet, 1997](#)), creating a framework for compensating the authorities responsible for implementing government matters or incurring the associated expenses is vital. Organizational factors and sustainable institutional design should be governed when formulating public policies concerning complex inter-local government performance ([Deslatte, 2020](#)). This is because spatial externalities entail the provision of services where the benefits and/or costs of providing these services are also felt by individuals outside the local authority that delivers these services. Therefore, the tendency is underprovision ([Shah, 1994](#)) As a sub-national government, the local government is entrusted with enhanced fiscal and administrative authority to improve the quality of public services ([Rodriguez-Acosta, 2016](#)). Based on research findings, it is hypothesized that Banyuwangi Regency Government should be delegated management authority for marine affairs, in addition to financial resources, for the implementation of operational activities in providing services to the community and representing the East Java Provincial Government to solve

problems in the field, to reduce the negative impact of externalities or high costs for both East Java Provincial Government and c.

Wolman (Faquet, 1997) states each region has different economic potential and administrative capabilities. The more significant the disparity between economic potential and managerial competence, the greater the need for prudence when dividing government affairs. The more a region's financial capability and administrative capacity, the greater its ability to manage government issues. This differs from (Hong, 2016), which states that the central government plays a more prominent role in a country's management system. Hence the central government is deemed superior to local government in terms of timeliness and transparency of services. The disparity in income between areas in Indonesia results from the uneven distribution of natural resources and tax base. It is handled by granting a general allocation grant to distribute fiscal income more evenly.

Nevertheless, the overall budgetary difference between areas remains substantial (Akita, Riadi, & Rizal, 2021). Therefore, to prevent a region from being unable to carry out particular government affairs, it is vital to determine whether or not each government issue requires economic capability/administrative capacity support. The form of local government significantly impacts budget capacity and incentive levels for government executives (Jimenez, 2019). According to Law No. 23/2014 on Regional Administration, the Provincial Government is responsible for marine affairs. Therefore, this criterion examines whether the East Java Provincial Government has sufficient funding and administrative skills (responsive and accountable) to carry out marine affairs throughout the region. Banyuwangi Regency has a very high economic potential, particularly in the tourism industry, due to the presence of water or sea. In addition to fishing resources, tourism resources contribute to the economic potential of coastal areas, including the beaches of Muncar, Grajagan, and Plengkung in the Banyuwangi Regency.

Mount Ijen's eternal flame, which only exists in two places on earth, Finland and Banyuwangi, Ijen's crater in Indonesia, provides an additional tourism opportunity. Mount Ijen is one of Indonesia's active volcanoes. In addition to domestic tourists and mountain trekkers from Indonesia, there are numerous international tourists. Since 2013, the number of domestic tourist trips has increased significantly. In 2018, there will be 5,039,934 domestic tourists visiting Banyuwangi Regency, up from 1,057,954 in 2013. And the average domestic tourist spending in Banyuwangi Regency is 1,638,000 rupiah. Both domestic and international tourists love the beauty of Banyuwangi. This is evidenced by the number of foreign tourists who visited Banyuwangi Regency in 2013: 10,462. This number grew dramatically to 127,420 in 2018, with each international visitor spending an average of 3,700,000 rupiahs (see figure 2 below).

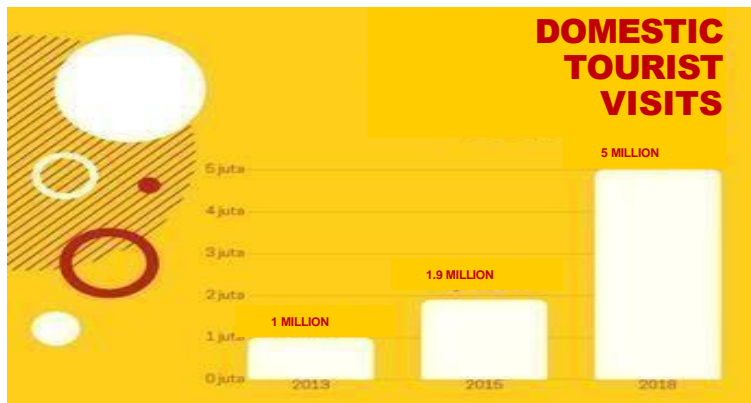


Figure 2. Domestic Tourist Visits

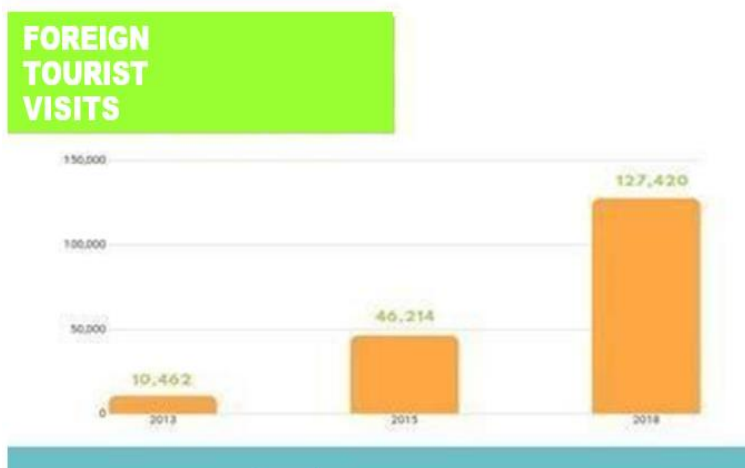


Figure 3. Foreign Tourist Visitors

Reform has a more substantial effect on developing nations in supporting decentralization policy more beneficially, particularly regarding the growth in revenue (Fan, Wu, Wu, & Wang, 2018). Additionally, the Banyuwangi Regency Government organizes international events like the ethno-carnival and tour de Ijen. This is intended to increase the number of domestic and international tourists visiting the Banyuwangi Regency to increase locally generated revenues (PAD) and increase the per capita income of the Banyuwangi community in order to achieve equitable community welfare in Banyuwangi Regency. Banyuwangi Regency's per capita expenditure in 2018 was 11,828,000 rupiah with a Buying Power Index of 0.75, more significant than East Java Province's per capita expenditure of 0.74. See per capita expenditure and purchasing power index below for additional information.

Table 3. Per Capita Expenditure of Banyuwangi Regency

Per Capita Expenditure (in thousand rupiahs)								
2010	2011	2012	2013	2014	2015	2016	2017	2018
9,262	9,741	10,118	10,341	10,379	10,692	11,171	11,438	11,828

Source: Statistics Indonesia, 2019

Table 4. Buying Power Index

	Buying Power Index								
	2010	2011	2012	2013	2014	2015	2016	2017	2018
Banyuwangi	0.68	0.69	0.70	0.71	0.71	0.72	0.74	0.74	0.75

Source: Statistics Indonesia, 2019

In 2017 and 2018, Banyuwangi Regency received an award from the Ministry of Administrative and Bureaucratic Reform for implementing the best Performance Accountability System of Government Agency (SAKIP) with an A score, as well as being the first and only regency in Indonesia to receive an A. This result demonstrates that the performance of all government agencies in Banyuwangi Regency is not only orderly in an administrative sense but also has a relatively high level of public accountability, which has outcomes and effects on the people of Banyuwangi Regency, particularly in terms of economic growth. According to (Sun & Andrews, 2020), cities with accountable administrations have greater fiscal transparency than local governments that rely exclusively on transferring money from the central government.

To improve public services, the implementation of regional autonomy must consider multiple dimensions and their link to the choice of governance arrangements, the regional legal framework, and a bottom-up, sectoral approach (Keuffer & Horber-Papazian, 2020). Based on the primary and secondary data presented above, it is evident that Banyuwangi Regency meets economic potential and administrative capacity criteria. The greater a region's economic potential and administrative capacity, the more feasible it is to manage government affairs. According to Wolman (Faquet, 1997) and Stephens (Smith, 1973), there will always be government matters that are better handled by regions in addition to those that should be addressed collectively. This indicates that Banyuwangi Regency has fulfilled the conditions for community welfare, particularly in terms of its overall economic potential and the services given by the government to its citizens. Therefore, the higher-level government can delegate to Banyuwangi Regency a government-related authority, in this case, the management authority for sea affairs. Wilson (2006) asserts that the decentralization of some programs or policies cannot be implemented locally due to a lack of people and financial resources. However, the current situation in Banyuwangi Regency contradicts this assertion.

Wolman (Faquet, 1997) noted that the more the diversity of public preferences for particular services, the more appropriate it will be for government affairs to be conducted at a level closer to the community. Conversely, when general choices are mainly similar and production/supply can be carried out consistently, it is even more improper for the lower-level government to administer public affairs. This criterion examines if the service in the marine sector includes numerous variants, varieties, and specifications to determine whether it is more suited for implementation at the level of the Banyuwangi Regency Government or the East Java Provincial Government. This is done so that the services can satisfy the community's demands more swiftly or at least present answers that can be handled more efficiently and precisely by more technical government organizations.

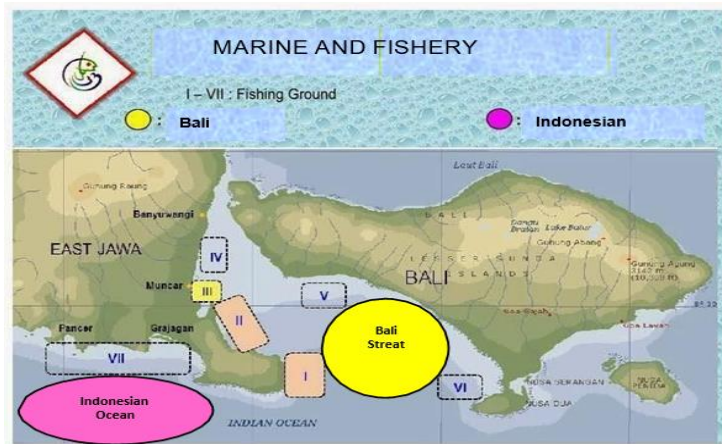


Figure 4. Marine and Fisheries Potential of Banyuwangi Regency

Source: Fisheries and Food Security Agency of Banyuwangi Regency, 2019

Wolman (Faquet, 1997) argued that to maintain macroeconomic stability, a government matter should be handled by the central government if the actions of each region can lead to discord in the country and ultimately harm the entire region, mainly when there are no mechanisms for control and coordination between parts. Thus, government affairs suitable for transfer to a region have less impact or influence on the national level. This criterion examines if the affairs of the marine sector within the Banyuwangi Regency affect neighboring regencies and cities, particularly in the economic sector, and whether there are control and coordination mechanisms across the regions to prevent enormous economic dominance. The marine and coastal potential of Banyuwangi Regency contain a beach with a shoreline of 282 kilometers, located in 11 (eleven) districts, three of which face the Indonesian Ocean, seven of which face the Bali Strait, and one of which faces the Java Sea. Along the shore of the Banyuwangi Regency are sandy and coral beaches and numerous species of mangrove trees that thrive along the coast. The ocean and coastline provide an alternative framework for addressing the loss of resources on the land. Coastal and marine areas are the main priority for the growth of industry, agribusiness, agroindustry, communities, transportation, ports, and tourism in the era of industrialization.

And regarding the marine and coastal potential of the Banyuwangi Regency, please refer to the section below. Coastline: 175,8 kilometers; Mangroves: 30,000 hectares; Coral Reefs: 12,884 hectares; Seagrass Beds: 2,500 hectares; Sea: 522,644 square kilometers; Small Islands: 15 The

marine, coastal, and fishery potentials owned by Banyuwangi Regency contribute to the increasing economy and locally-generated revenue (PAD). Since Banyuwangi Regency no longer has the authority for marine management, the marine, coastal, and fishery potentials are intended to support integrated tourism development in the Banyuwangi regency. In recent years, Banyuwangi Regency has made tourism a significant sector of regional growth following its Strategic Plan. The annual increase in the number of tourist visitors demonstrates this. Over the past eight years, domestic tourist visits have climbed by 96%, while foreign tourists have increased by 91%. Tourism as the primary sector has caused the residents' per capita income of Banyuwangi Regency to climb by 134% and the GRDP to soar by 141.78% over the past eight years.

Wolman ([Faquet, 1997](#)) stated that government affairs requiring active community engagement in decision-making should be outsourced to the regions. Suppose there are efforts to develop democracy and political education in implementing specific government affairs. In that case, it will be more appropriate if the government affairs are delegated to the regions, even though, according to [Kogan et al. \(2017\)](#), involving citizens in decision-making can lead to budget overruns and a decline in administrative efficiency. Implementation of marine governance affairs is essential for the resolution of numerous marine and fishery problems in Banyuwangi Regency, such as illegal fishing using explosives (such as potassium and cyanide) and high-voltage electric current, lack of fishing gear, garbage piles on the coast, and sea, the fishery industry, factory waste, and the declining lemuru fish population, which is the primary commodity of Banyuwangi Regency, etc. The Marine Affairs and Fisheries Agency of East Java Province must immediately and appropriately address these issues. Due to the enormous scope of control and limited resources of the Marine Affairs and Fisheries Agency of East Java Province, assistance and coordination from coastal or marine regency governments, such as Banyuwangi Regency Government, is required. Banyuwangi Regency Government is more aware of the problems and understands the needs of the communities it serves. The implementation of works, development, and problem addressing by government officials of the Banyuwangi Regency is insufficient. Banyuwangi Regency Government also needs community aspirations for development planning and meeting community requirements. In addition, robust community involvement contributes to the formulation and problem-solving fundamental to implementing government policies. One of the challenges requiring active community participation, immediate and proper treatment, and decision-making is fish catch production, which urgently needs rehabilitation, including fishing gear and how to catch fish.

Conclusion

Based on Law No. 23/2014 concerning Regional Administration, the transfer of management authority of maritime matters from the Banyuwangi Regency Government to the East Java Provincial Government

has not been able to settle numerous marine and fisheries issues in Banyuwangi. This is due to the Marine Affairs and Fisheries Agency of East Java Province's extensive administrative authority and territorial supervision coverage, limited resources, and diverse customs/cultures in its jurisdiction, particularly in Banyuwangi Regency. In numerous nations, the classification systems of local governments are utilized for regulatory, grant transfer, and other public policy functions. Categorization systems can take various forms, the most common being grouping regions/cities based on variables such as urbanization level and population size. This suggests that external limits should be considered for the robust classification of local administration. 2016; Drew & Dollery In addition, local government public policy is problem-oriented and pragmatic. The role of local government is to shape the attention and focus of local politics following institutional structure and scope (Breeman, Scholten, & Timmermans, 2015).

Management authority for marine affairs should not only be carried out by East Java Provincial Government, but also delegated to Banyuwangi Regency Government with a portion (revitalizing the limitations of provincial and regency authority), there should be collaboration in services, and sustainable design should be tailored to the characteristics and resources of Banyuwangi Regency. Marine Affairs and Fisheries Agency of East Java Province must be more aggressive in establishing cooperation with academics/universities and research institutions to transition from social learning to socio ecological. Improvement of performance, particularly in managing marine affairs and dealing with problems reported by the community to be handled immediately and appropriately, as well as coordination with relevant agencies at both the provincial and regency levels under its work area, requires a mechanism for compensating the jurisdiction implementing the government affairs or bearing the costs, whether it is East Java Provincial government or Banyuwangi Regency Government. Management authority for marine matters should be delegated to Banyuwangi Regency Government, along with financing resources, for implementation of operational activities in providing services to the community and representing the East Java Provincial Government to solve problems in the field to reduce the negative impact of externalities or high costs for both East Java Provincial Government and communities of Banyuwangi Regency as a result of faster, more efficient problem resolution. Banyuwangi Regency Government, which understands the community's peculiarities, customs, culture, and challenges, should be granted autonomy to transform the community into an environmentally conscious community (environmental governance). The Banyuwangi Regency Government must aid the formed local monitoring society in fostering involvement and pushing the community to preserve the environment to prevent adverse effects.

Implementations

Theoretical Implementations

The theoretical applications of this study are crucial for the literature because the transition of governance and the evolution of authority were not addressed in earlier works. In this regard, the theoretical ramifications of this study would contribute to the body of knowledge and expand our understanding of fisheries and marine challenges. The role of change of government authority was not examined in the context of marine affairs and fisheries management in prior research. However, local and central governments were considered to manage these issues. In this sense, the study provides evidence that transferring authority from one government to another is partially beneficial for managing marine affairs. In fact, by offering theoretical knowledge on these concerns, this contribution to the literature might help the comprehension of future studies. In addition, the authority transfer would assist the new government in developing practical plans for marine and fisheries concerns in Indonesia. In this regard, this knowledge would aid future research in evaluating the crucial role of government policies in managing these difficulties.

Practical Implementations

Crucial consideration must be given to the practical applications of this study, as the research results indicate that the transfer of management authority for marine affairs from the Banyuwangi Regency Government to the East Java Provincial Government has not resolved the fisheries and marine issues in Banyuwangi. It is proposed that a portion of the management of marine affairs be given to the Banyuwangi Regency Government and the East Java Provincial Government. In addition, there should be collaboration in the provision of services. Sustainable design should be suited to the features and resources of each region by implementing the principles of environmental governance and taking into account the following: Marine Affairs and Fisheries Agency of East Java Province must be more aggressive in establishing cooperation with academics/universities and research institutions to achieve the transition from the social learning process to the socio-ecological process. Improvement of performance, particularly in managing marine affairs and dealing with problems reported by the community to be handled immediately and appropriately, as well as coordination with relevant agencies at both the provincial and regency levels within its work area, requires a mechanism for providing compensation to the jurisdiction implementing government affairs or bearing the costs, whether it is East Java Provincial government or Banyuwangi Regency Government.

Future Directions

Even though a study has indicated that the transfer of management power for marine affairs from the Banyuwangi Regency Government to the East Java Provincial Government has not resolved the fisheries and marine concerns in Banyuwangi, the transfer has not yet been implemented. In addition, it is recommended that a portion of the control of marine affairs

be outsourced to the Banyuwangi Regency Government. However, future research must include the importance of competent management in enhancing the performance of the government sector. Second, future research must reveal the connection between good governance and authority transfer to comprehend their relationship.

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