

Governance of the Maritime Sector in Riau Island Province

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Abstract

The purpose of this study is to analyze the implementation of maritime sector governance by the Regional Government of the Riau Islands Province after the enactment of Law Number 23 of 2014 concerning the Regional Government and to explain the process of solving problems in the maritime sector according to regulations set by the central government and the Riau Islands Province government. In the governance of the maritime sector, the Government of Indonesia has various roles that can be seen from the policies or regulations that are enforced. The complexity that occurs at the central government level is one of the reasons this research was taken, which shows the urgency of the need for maritime sector governance in Indonesia. Furthermore, after the implementation of decentralization in Indonesia, with the enactment of Law Number 23 of 2014 concerning Regional Government, the governance of the maritime sector has become increasingly complex. Data analysis through qualitative research methods with descriptive analysis methods. The results of this study found that, in the initiation of integrated maritime governance in the Riau Islands Province, the factors that need to be considered are authority, leadership, visioning, institutional capacity, human resource development, empowerment, and financial resource management. In this study, researchers provide recommendations for establishing regulations governing the authority and governance of maritime and archipelagic regions. In further research, the next phase can be analyzed: planning, adoption, implementation, evaluation, and reformulation.

Keywords: *Governance, Maritime, Archipelago Region, Local Government.*

Introduction

Maritime areas, in terms of geography and governance, have different complexities from land areas. President Jokowi, at the East Asia Summit in Naypyidaw, Myanmar, on November 13 2014, presented the concept of the World Maritime Fulcrum (Yani &

Montratama, 2015). The idea of the world's maritime axis is not a new thing. For example, on August 22, 2007, the Prime Minister of Japan, Shinzo Abe, delivered a speech before the Indian parliament entitled "Confluence of the Two Seas", which is the sea area of the Indian Ocean and the Western and Central

Pacific Ocean and Indonesian waters that connect the two oceans (Ministry of Foreign Affairs of Japan, 2007). Then in November 2011, President Barack Obama established a policy of pivoting to the Pacific or Rebalancing toward Asia as a response to China's rise as a major power in the Asia Pacific (Manyin, 2012). After that, on October 3, 2013, Chinese President Xi Jinping launched the vision of the 21st Century Maritime Silk Road (JSM) before the Indonesian parliament, formally known as the 21st Century Maritime Silk Route Economic Belt or Maritime Silk Road (MSR) (Jiao & Yunbi, 2013). As an archipelagic country, Indonesia has the opportunity to become the world's maritime axis.

The Maritime Fulcrum, which became the main focus in the era of President Joko Widodo's administration, was a pretty good and bold first step considering that Indonesia is an archipelagic country surrounded by waters or the sea. President Joko Widodo's first speech after being inaugurated as the 7th President of the Republic of Indonesia said that as a nation, Indonesia has dignity and self-esteem that can contribute to global civilization. "Oceans, seas, straits, and bays are the future of our civilization, and we have long turned our backs on the sea, our backs on the oceans, straits, and bays" (Kuncoro, 2015). As a vision or aspiration, the maritime axis is a big call to return to the identity of the Indonesian nation or national identity as an archipelagic country which is expected to materialize in the form of Indonesia as a maritime force that is united (unity), prosperous (prosperity), and authoritative (dignity). Then as a doctrine that gives direction regarding the common goal, that is "World Maritime Fulcrum, Power Between Two Oceans".

However, policies in the maritime sector do not yet support this. For example, many agencies are still authorized and have the same duties in Indonesian territorial waters. Until now, Indonesia has 12 agencies (plus BAKAMLA to

13) serving in the territorial waters with the same task, as well as various supporting aspects such as ships and their navigational tools, which do not support each other (Kadar, 2015). As a result, there is an overlap in law enforcement in the maritime sector. Land and sea border issues that have not been resolved so far have also made it difficult for the Indonesian economy to develop. So far, the orientation of national development has been a land-based development orientation, so the sea is only a place for the exploitation and exploration of natural resources, waste disposal, and illegal activities such as smuggling (Syahrin, 2018). This condition is exacerbated by maritime development policies that are carried out partially and not comprehensively (Sugandi, Sudirman, & Riyadi, 2021). Each ministry and agency partially carries out its development program, not yet integrated, and not concentrated on marine development (Kartika, 2014).

Such as reclamation cases that do not support maritime culture, domestic ports that have not become sub-international ports (Riyadi, Muzwardi, & Darmawan, 2021), and the Exclusive Economic Zone (EEZ), which is still under development (Bastari, 2019). In maritime sector governance, the Government of Indonesia has various roles that can be seen from the policies or regulations that are enforced, such as Presidential Regulation of the Republic of Indonesia Number 14 of 1959 concerning the Sea Transportation Council, Presidential Regulation of the Republic of Indonesia Number 19 of 1960 concerning the Composition of the Maritime Council, which discusses that maritime governance in Indonesia needs special attention, Law Number 32 of 2014 concerning Marine Affairs as a form to respond to situations where there is a need from the Indonesian government to regulate maritime sector governance.

The government's role is urgently needed to always maintain, maintain and process

maritime potential in Indonesia. Indonesia, which is at the junction of two continents and two oceans, is a country that is vulnerable from a political and maritime security standpoint, both local, national and international maritime security (Suryawan, Ladjide, & Riyadi, 2021); Sidiq et al., 2021). Piracy, resource exploitation, illegal fishing, fishing conflicts, and the threat of Trans-National crimes in Indonesian waters still occur frequently. Not to mention the issue of outer islands and borders which also raises political issues, one of which is the overlapping claims of ownership of several islands on the border by several countries (Ismail & Kartika, 2019). Apart from that, the lack of qualified human resources, limited maritime infrastructure, and weak law enforcement further complicate the problems of Indonesian maritime governance (Nainggolan, 2015).

The complexity that occurs at the central government level is one of the reasons this research was taken, which shows the urgency of the need for maritime sector governance in Indonesia. The complexity that occurs at the central government level is one of the reasons for taking this research, which shows the urgency of the need for maritime sector governance in Indonesia. For this reason, it is necessary to implement decentralization in managing the maritime sector in the regions. Local government implementation in Indonesia has undergone major changes from centralization to decentralization following the enactment of Law no. 22 of 1999 concerning Regional Government (Simanjuntak, 2015). Decentralization includes several meanings which include the following, namely the distribution of authority from the centre to the regions, which means the distribution of central government authority in the form of deconcentration of authority and delegation of authority. The embodiment of this decentralization is regional autonomy, namely the regions' rights, powers, and obligations to regulate and manage their households per

applicable laws and regulations (Nuradhawati, 2019).

Furthermore, after the implementation of decentralization in Indonesia, with the enactment of Law Number 23 of 2014 concerning Regional Government, the governance of the maritime sector has become increasingly complex. Many anomalies are regulated in Law no. 23 of 2014, which limits the space for the regions to move under central hegemony (Huda & Heryansyah, 2019). For example:

- a. The implementation of concurrent government affairs that fall under the regional government's authority must be guided by the norms, procedures, and criteria established by the central government first.
- b. Regional governments will issue many policies, but they must first obtain approval from the central government;
- c. Implementers of deconcentration are no longer only up to the provincial level but also up to the district/city level;
- d. The administrative area includes not only provincial governments but also district/city governments, meaning that there is no longer a truly autonomous level of government;
- e. Supervision is so tight by the central government on regional governments that regional governments even have to provide accountability reports to the central government for government affairs under their authority;
- f. Cancellation of regional regulations made by the central government, which even for certain regional regulations, for example, regarding the regional budget, must first obtain approval from the central government;
- g. The authority of the central government to impose sanctions on regional governments,

both administrative sanctions, coaching, suspension, and so on;

h. The authority of the central government is to be able to dismiss regional heads from their term of office if they act inconsistently with presidential policies.

Law Number 23 of 2014 still applies a residual power or open arrangement pattern. Government affairs divided into absolute government affairs, concurrent government affairs, and general government affairs (Wijayanti, 2016). Absolute government affairs are government affairs that are fully under the authority of the central government (foreign policy, defence, security, justice, monetary and fiscal, and religion). Concurrent government affairs divided between the Central Government and Provincial and District/City Regions. General government affairs are Government Affairs that are the authority of the President as the head of government. The regions have authority specified in the law, but it gives an interpretation that the central government is still full of control. The regional government does not have significant power, so its existence is seen more as an agent of the central government whose job is to carry out the policies of the central government.

The regional government divided into Provincial Government and Regency/City Government. Regional autonomy follows three main principles: decentralization, deconcentration, and assistance tasks. This research aims to understand and formulate a conceptual framework related to maritime sector governance in the era of regional autonomy. This paper see governance as a regime of laws, rules, judicial decisions, and administrative practices that limit, regulate, and encourage the availability of publicly needed goods and services (Hill & Lynn Jr., 2004). Governance is known as a way of managing public affairs. The World Bank (Sujarwoto & Yumarni, 2007) defines governance as: "The way state power is used in managing economic

and social resources for the development of society" (Sujarwoto & Yumarni, 2007). Osborne and Gaebler put forward an explanation of pro-market governance. The governance characteristics include steering, empowering, competition, mission-driven, funding outcomes, customer-driven, earning, preventing, teamwork/participation, and market (Osborne & Gaebler, 1997).

From the geographical conditions, the Riau Islands Province has three main characteristics of the maritime area, namely an archipelagic area, the majority of which is the sea, and the sea borders with four countries. This causes maritime governance in the Riau Islands to become increasingly complex. The concept of drafting maritime governance must be carried out by setting laws that specifically address maritime spatial planning. In this plan, it is required to contain several points such as centres of marine economic growth, strategic marine areas, zoning for the use of sea space on a national scale and according to environmental potential, and also consider issues or conflicts that occur in the Riau Islands sea area (Pati, 2017). The government, in the concept of governance, has duties (Darmawan et al., 2020):

- a. Identify key stakeholders and then develop relationships between related parties
- b. influencing and directing relationships to obtain results, and thirdly build mechanisms for effective coordination
- c. to see and change the hierarchical system of the past by seeing and admitting failure. Even when the government has found new governance, failures are still possible such as disagreements and tensions with civil society and dissimilarity of organizations involved between sectors such as private, public, and others.

Indications of problems that arise in maritime sector governance in the Riau Islands Province

include problems with the authority of the central and local governments, for example about the management of oil and gas blocks in Natuna Regency and Anambas Islands Regency, there is a wedge with the authority of the central government. In addition, the problem of illegal fishing and claims of sovereignty in the Natuna and North Natuna Seas further clarifies the poor maritime governance in the Riau Islands (Febrian, 2020). Budgetary constraints have always been a cause of constraints on sea patrols in Indonesia, especially in the North Natuna Sea. Budget limitations have always been the reason for PSDKP and Bakamla to patrol the North Natuna Sea (Sahputra, 2022). Even though these islands must become objects of development and defence of Indonesia because of their very strategic location and have important value for Indonesia (Noor, 2020).

The provincial government, but without coordination. For example, it can be seen in the passenger ship accident, categorized as a people's boat. On the one hand, the central government is responsible for the existence of the Port Authority and Port Authority (KSOP) under the Director General of Sea Transportation, Ministry of Transportation. However, the provincial government is also authorized if the boat departs through the people's port. There is no clear authority over problems that arise, so problems cannot be resolved. In 2021 in the Riau Islands, there were 20 ship accidents, 35 died, 56 survived, and 29 people were missing. In 2022, cases will increase to 24 ship accidents, of which 84 people survived, 20 people died, and 16 were not found (Sahputra, 2022).

Since the publication of the book "Industrial Accident Prevention" in 1931 by H.W. Heinrich's approach to the cause of accidents has gone a step further. In that book, Heinrich argued that the unsafe acts of humans are the cause of most accidents (Heinrich, 1931). This opinion is put forward in the "Domino" theory.

This approach developed further into a "behavioural approach". According to this approach, the occurrence of accidents/incidents is due to deficiencies/errors in the company's management, whether in the form of supervision, management structure errors, or errors in the implementation of company operations (PT. Trans Asia Consultants, 2009).

In responding to problems arising in maritime governance in the Riau Islands Province, researchers see that a good initiative is a success in integrated maritime governance. The authors use Charles Ehler's theory which explains that in maritime governance in the regional coastal areas, explaining performance measurement indicators in maritime governance, including input indicators that refer to resources used in maritime governance, process indicators that reveal policy cycles and output indicators that show products or services delivered from maritime governance indicators (Ehler, 2003). In supporting the development of maritime governance indicators, a collaboration between the government and the community, private sector, NGOs, and research institutions is required in managing the governance process.

Indonesia's maritime development requires good and sustainable policy governance through sociocultural, economic, political, defence, and security approaches (Sari, 2019). The key to this success is the development of integrated and sustainable maritime governance. Integrated marine area management is an important component of the global life support system. The management in question is managing coastal areas and part of the sea and protecting the entire sea area, as stated in UNCLOS 1982 (Sunyowati, 2010). The implementation of marine development also requires the participation and support of various parties so that it can be carried out holistically and integrally by considering stakeholders' interests. Development can't generate benefits for all stakeholders without

integrated and sustainable management (Riyadi, Muzwardi, Irman, Akhyari, & Meidiani, 2021).

Other literature studies show that the concept of maritime governance is built from discussions in the international sphere, for example, discussing maritime governance related to the inability of shipping policies to overcome failures in the maritime sector which characterized by ongoing sea pollution and prolonged administrative debates, regulations that are not implemented, security continues to be violated. The occurrence of deaths at sea continues (Roe, 2013). Maritime governance involves several institutional levels, namely at the local or regional, state or provincial, national, regional, and international levels. Regulations regarding maritime security are closely related to laws and regulations governing the sea and all activities connected to the sea (Kartika, 2014). This is considering that the marine aspect of Indonesia holds enormous potential so it involves many stakeholders who are given authority over the Indonesian seas and the arrangements are spread out in several laws and regulations. So far, governance of security and safety at sea has been sectoral based on the authority granted by law to government agencies per the dimensions of the duties and functions of these agencies, such as customs, immigration, fisheries, and shipping.

The governance still refers to *Territoriale Zee en Maritieme Kringen Ordonantie Stadsblad 1939 (TZMKO)*. However, in operational practice, the maritime security function of each of these sectors is still carried out separately by several institutions or ministries/agencies that have responsibilities for each of these sectors. Sectoral maritime security system or multi-agency single task allows ministries/agencies to have maritime patrol units per their respective fields. Currently, Indonesia has marine patrol units from various agencies that play a role in law enforcement at sea, such as

the Indonesian Navy, the National Police, the Directorate of KPLP (Ministry of Transportation), the Directorate General of Supervision of Maritime Resources, and Fisheries (Ministry of Maritime Affairs and Fisheries), the Directorate General of Customs and Excise (Ministry of Finance), and Directorate General of Immigration and BAKAMLA (Mirza & Almubaroq, 2022).

Many maritime governance strategies involve a mixed configuration of power-sharing by national, state, or local governments with stakeholders. The following are maritime governance performance indicators in the management of coastal areas described by Ehler:

Table 1. Governance Performance Indicator

Phase or Stage	Feature of Governance
Initiation	Authority
	Leadership
	Visioning
	Institutional Capacity
	Human resource development Empowerment
	Financial resources management
Planning	Planning capacity
	Information management capacity Public participation
	Adoption Implementation
Implementation	Formalization and support Implementation capacity
	Enforcement capacity
	Conflict resolution
	Decision making
Environmental and	coastal and marine environmental quality

Socioeconomic outcomes	coastal hazard
	coastal development
	biodiversity/habitat
	fisheries
Monitoring and Evaluation	monitoring capacity
Adaptation and Reformulation	Evaluation capacity

Source: (Ehler, 2003)

Based on the phenomenon described in the research background, the author takes the topic of maritime governance in the Riau Islands Province by looking at the initiation phase. At this stage, the authors focus on the indicators that have been described by Ehler in the initiation phase, including authority, leadership, visioning, institutional capacity, human resource development, empowerment, and financial resource management. The selection of these phases and indicators is based on indications of research problems so that they can answer the phenomena that occur in maritime governance in the Riau Islands.

Method

In compiling this research, the author uses qualitative and descriptive analysis methods. Qualitative research uses a collection of data in the form of text or images which will later be analyzed and come to conclusions. According to Basri, qualitative methods are more about the direct observation of phenomena and the sharpness of the research itself. According to Mohamed, Abdul Majid, and Ahmad, this qualitative research approach focuses more on human elements, objects, and institutions, and interactions occur between these elements to understand an event (Ardianto, 2019). Qualitative research styles try to construct reality and understand its meaning so qualitative research is usually very concerned about processes, events, and authenticity (Somantri, 2005). In qualitative research, the presence of the researcher's value is explicit in

limited situations involving a relatively small number of subjects. Rhetorically or using language, quantitative research usually uses formal and impersonal research languages through numbers or statistical data.

The qualitative approach was chosen because this research seeks to identify and reveal in-depth the governance of the maritime sector with the implementation of the affairs of the Riau Islands Provincial Government. In-depth interviews are the process of obtaining information for research purposes by way of question and answer while face-to-face between the interviewer and the respondent or the person being interviewed, with or without using an interview guide where the interviewer and informant are involved in social life for a relatively long time (Sutopo, 2006). This in-depth interview's special feature/speciality is its involvement in the life of the respondent/informant. In-depth interviews explore a predetermined topic (based on the purpose and intent of the interview) using open questions. The excavation was carried out to find out their opinions based on the perspective of respondents in looking at a problem. This interview technique was carried out by an interviewer interviewing one person face to face.

This research is also conducted to understand the phenomenon of what is experienced by the research subject holistically by obtaining comprehensive and in-depth information. Therefore, the author uses a qualitative research method with a descriptive approach because by using a qualitative method, the author can understand more deeply the phenomena that occur in the field and find the right solutions and models in the implementation of government affairs through maritime governance in the Riau Islands. The descriptive research method, according to Sugiyono, is described as follows: "This descriptive research method is carried out to determine the existence of independent

variables, either only on one variable or more (stand-alone variable or independent variable) without making comparisons of the variables themselves and looking for relationships with other variables” (Sugiyono, 2017). With the descriptive analysis, the method can be investigated the phenomenon or key problems of the research.

The final result of this research is that researchers can provide suggestions and recommendations regarding maritime governance in the Riau Islands so that it will produce a solution for maritime governance in the Riau Islands. The solution is from theories from various literature and facts in the field. This study uses a research design process that starts from the background of the problem, literature review, field data collection, and analysis. Better maritime governance for the Riau Islands Province is expected to result from this research. Furthermore, data collection and analysis will be explained in depth in the next section.

Result and discussion

Each province with an archipelagic character has the authority to manage marine resources in its territory. Riau Islands Province is an archipelago characterized by direct borders with several neighbouring countries such as Singapore, Malaysia, and Vietnam, and this area is a routing area for international trade. As an archipelago, Riau Islands Province is recorded as having experienced territorial disputes with neighbouring countries. For example, Singapore, the border in the Singapore Strait, which is located between Batam and Singapore, was once a dispute because it was not written down in a detailed agreement. This dispute ended with an agreement between Indonesia and Singapore called the Regional Sea Line Agreement which was signed on May 25, 1973, and then strengthened by the 2009 agreement (Adryamarthanino, 2021). Malaysia and China claim not only Batam but the Natuna Sea

(Harruma, 2022). Malaysia bases its Natuna Sea claims on the continental shelf, as defined by a 1966 law, a 1979 map, and a 2009 joint submission with Vietnam to the Commission on the Limits of the Continental Shelf. According to Malaysia, seen on a map of Southeast Asia, it is clear that the Natuna Islands are naturally parallel to the location of the state of Terengganu if a straight line is drawn from the coast of the state to the east (Riani, 2022). The same thing happened in Vietnam. Vietnam and Indonesia have been involved in a dispute over overlapping EEZ claims in the waters around the Natuna islands in the South China Sea until they finally agreed on EEZ boundaries after 12 years of negotiations (Dianti, 2022). Experts say this agreement will benefit Indonesia but could trigger China's criticism of its claims in the South China Sea.

The Riau Islands Province has three main characteristics of the maritime area in terms of its geographical conditions. These three characteristics are archipelagic countries, the majority of which is the sea, bordered by the sea with four countries. The Governor of the Riau Islands, Ansar Ahmad, explained "The Riau Islands, which is dominated by the ocean, covering 96 per cent of its total area, has tremendous potential in maritime affairs. This potential is coupled with the very strategic position of the Riau Islands because it is located on the border with Indonesia's neighbouring countries" (Kusnadi, 2021). This creates the problem of maritime governance in the Riau Islands complex. According to Ansar, its location, which is very open and directly borders various neighbouring countries, provides opportunities and threats that need to be anticipated. "Our area is a border area that has open sea access, so there is a high potential for various crimes to occur, including drug smuggling, human trafficking, to border claims. These problems will not be solved if only the regional government is active. It will

not be able to. So the presence of BIN is also necessary," explained Ansar (Niccy, 2022).

This research raises the issue of maritime governance in the Riau Islands with Ehler's theory. The application of Ehler's theory in this study uses the initiation stage, which uses several indicators. These indicators are authority, leadership, visioning, institutional capacity, human resources development, empowerment, and financial resources management.

a. Authority

The Central Government gives authority to Regional Governments to manage Natural Resources (SDA) and their regional environment in a more effective, efficient, and participatory manner. According to Ehler, in initiating integrated maritime governance, clear authority is needed between policymakers, which includes the applicable law on maritime governance, executive mandates issued in maritime governance, and the authority given to national and regional agencies in implementing maritime governance. Maritime management in the Riau Islands, roles and responsibilities of institutions that have authority in maritime governance in the Riau Islands, Legal instruments in maritime governance, and values adopted by local communities in written and overlapping regulations or gaps that have not been filled from the regulations issued by the institution (Ehler, 2003; Purwanda & Achmad, 2022).

In implementing regional autonomy in Indonesia, Regional Governments have the authority to regulate their regions with the division of authority regulated in Law Number 23 of 2014 concerning Regional Government. These powers are related to concurrent affairs, which consist of mandatory and optional affairs. Based on Law Number 23 of 2014 concerning Regional Government explains that regional government is the administration of government affairs according to the principles

of autonomy and assistance tasks with the broadest principles in the system and principles of the Unitary State of the Republic of Indonesia. After the enactment of Law Number 23 of 2014, Regional Governments are divided into Provincial Governments and Regency/City Governments.

The Provincial Government of the Riau Islands, in carrying out its authority in the maritime sector, still refers to regional regulations. With the enactment of Law Number 23 of 2014 there was a change in the authority to manage provincial seas from 4-12 miles to 0-12 miles, Regency/City Governments took over management of waters that Regency/City Governments previously carried out. Provincial Government, one of which is the marine zoning authority. Previously, sea zoning, which was under the authority of the Regency/City Government, was 0-4 miles wide. This regulation was passed in the RZWP3K draft regional regulation (Ranperda), which regulates spatial zones of coastal and marine areas, especially the area 0-12 miles from the coastline, which contains around 20 chapters and 110 articles (Ismail, 2020).

In Riau Islands, discussions on RZWP3K have started since 2018, but it was only ratified in late 2020. Unfortunately, this ratification was rejected by the Chairman of Commission II DPRD Riau Islands Province, Wahyu Wahyudin, in 2022. This was due to the Minister of Home Affairs, Tito Karnavian, refusing to ratify the RZWP3K for the Riau Islands Province because it did not refer to the Regional Spatial Planning Regulations (RTRW) for the Riau Islands Province (Tunggul, 2022). In response to this condition, the Special Committee for RZWP3K and RTRW for the Riau Islands Province will be reformed after the Revised APBD.

The Central Government gives authority to Regional Governments to manage Natural Resources (SDA) and the regional environment

in principle. It must be more effective, efficient, and participatory than if directly managed by the Central government. Especially in the development of the maritime sector and maritime zones, which were just announced by President Jokowi regarding Indonesia as the world's maritime axis, it is necessary to explore the potential of the maritime zone because the central and regional governments urgently need its role for further development. The role of the Central Government is to maintain the defence and security of the marine area. The Regional Government can manage maritime zones in the fields of transportation, shipping, docks, water resources, and fisheries.

As one of the solutions to expel foreign fishermen looking for illegal fish in the EEZ, the Central Government will send hundreds of fishing boats from the northern coast to Natuna through the Republic of Indonesia's Coordinating Ministry for Political, Legal and Security Affairs (Menkopolkam). The Coordinating Minister for Political, Legal and Security Affairs stated that the government mobilized as many as 470 fishermen and several fishing boats originating from Java to North Natuna waters to maintain Natuna as part of the Republic of Indonesia (CNN Indonesia, 2020). The location of the fish bases in Natuna was also moved from south to north to support the plan. However, this step was strongly opposed by Natuna fishermen. Natuna fishermen consider that rather than bringing in Pantura fishermen, the Natuna Regency Government and the Central Government must step in to empower local fishermen. This is because Natuna fishermen can go to sea to the Exclusive Economic Zone (EEZ) as long as they are supported by adequate ships and equipment (Widyastuti, 2022).

Seeing the complexity that occurs at the central government level shows the urgency of the need for maritime sector governance in Indonesia. Furthermore, after the implementation of decentralization in

Indonesia, with the enactment of Law Number 23 of 2014 concerning regional government, chapter V (five) explains the authority of provincial regions with archipelagic characteristics. In this case, the province is given the authority to manage marine natural resources in its territory. Provincial areas with archipelagic characteristics carry out the central government's authority in the marine sector based on assistance tasks. However, the chapter does not clarify the authority of the district/city government regarding the management of marine areas. Local government laws withdraw the authority to manage marine and fishery natural resources from districts/cities.

b. Leadership

Leadership is a factor that determines the success of maritime governance in the Riau Islands Province. In maritime governance in the Riau Islands Province, the leadership factor seen is how political support is obtained and maintained in maritime governance. This agency regulates maritime governance, and the role of constituent or legislative leaders in maritime governance in the Riau Islands. Based on the vision contained in the RPJMD for the province of the Riau Islands, it is clear that the regional leaders of the Riau Islands province pay special attention to the maritime sector. Excellence in the Maritime Sector means that the Riau Islands Province is aspired to have excellence in the maritime sector, especially the marine and fisheries sector, transportation, and tourism, supported by the development of other sectors with a maritime orientation.

Riau Islands is a province with great maritime potential because it consists of 2,408 islands surrounded by the South China Sea (Direktorat Jenderal Kekayaan Intelektual Kemenkumham RI, 2022). Riau Islands have extraordinary maritime potential. Unfortunately, it has not been explored optimally. These potentials include capture fisheries and aquaculture, fishery product processing industry,

biotechnology industry, mining, energy, sea transportation, maritime service industry, non-conventional resources, development of small islands, and marine tourism (Ogen, 2021). Even though the Riau Islands' development funding capacity is limited and the maritime policies are inconsistent and still partial, the Riau Islands are relatively capable of creating centres of maritime-based economic growth (Dinas Kelautan dan Perikanan Prov Kepri, 2019).

Maritime development is expected to be able to realize development goals in the maritime sector, namely: improving the welfare of the community, especially fishermen and fish cultivators; producing highly competitive marine products and services; increasing the contribution of the marine sector to the regional economy; create jobs; increase fish consumption; and maintain the carrying capacity of the environment and the preservation of marine resources. Excellence in the maritime sector also includes connectivity between islands and between districts/cities, as well as the utilization of the potential of coastal areas and small islands for the development of marine tourism.

Riau Islands are an area that has marine ecosystem conditions that have the potential to be developed into marine ecotourism. This province has a long white coastline, enchanting beautiful underwater scenery, and various water sports activities that will pleasure tourists visiting the area (Faradilla, 2022). The Ministry of Tourism has also announced the Riau Islands Province to become the gateway for Indonesian marine tourism because it dominates 96 per cent of the sea area (Haris, 2018).

c. Visioning

Integrated management of coastal and marine areas is a new approach that the marine environment is an important component of the global life support system. Maritime governance in the Riau Islands Province

involves local government, the central government, and various cross-sectors. This is due to Law 23 Number 2014 concerning the Regional Government, which still regulates marine territories under the central government's authority, so strategic planning is needed in managing maritime governance in the Riau Islands. According to Ehler, in realizing integrated governance, at the initiation stage, a shared vision is needed in maritime management in the Riau Islands Province. Visioning focuses on a shared vision and philosophy related to national development planning and economic and environmental development (Ehler, 2003).

In its implementation in the Riau Islands Province itself, there are no rules related to maritime governance, so the Riau Islands Provincial government, in this case, the Riau Islands Provincial DPRD, can make maritime governance a priority in the preparation of the Prolegda because the Riau Islands Province is currently pursuing marine and fisheries industrialization. Then the implementation process must have a valid legal umbrella. A thorough analysis of all laws has legal loopholes that regulate the administrative powers exercised by archipelagic regions. No single law regulates the utilization, management, and administration of government in archipelagic regions. Law Number 23 of 2014 concerning Regional Government is also not per the principle of legal certainty in administering the administration of an archipelagic and marine state.

The Riau Islands Province's vision for the 2016-2021 period is: "The Realization of the Riau Islands as the Motherland of Malays who are Prosperous, Noble, Environmentally Friendly, and Excellent in the Maritime Sector (KEMENKEU, 2021). Excellence in the maritime field means that the Riau Islands Province aspires to have advantages in the maritime sector, especially the marine and

fisheries, transportation, and tourism sectors, supported by developing other sectors with a maritime orientation (BARENLITBANG PROV KEPRI, 2021). Maritime development is expected to be able to realize the goals of development in the maritime sector, namely: increasing the welfare of the community, especially fishermen and fish cultivators; producing marine products and services that are highly competitive; increasing the contribution of the marine sector to the regional economy; creating jobs; increasing fish consumption; and maintain the carrying capacity of the environment and the sustainability of marine resources. Excellence in the maritime sector also includes connectivity between islands and between districts/cities, as well as exploiting the potential of coastal areas and small islands for the development of marine tourism.

In realizing the initiation of governance, it is necessary to form a consensus in realizing integrated governance, especially in this case, maritime governance in the Riau Islands. One form of consensus the central government will form is the Archipelago Regional Bill as a collective agreement in maritime governance in the archipelago, especially the Riau Islands Province. However, until now, the law has not been ratified, so there is no legal umbrella governing archipelagic regional governance.

It is only natural for Indonesia to have draft laws related to the marine sector as guidelines for marine resource management due to increased awareness of the importance of the sea for Indonesia. The Maritime Law will be revised in a limited way to become the Maritime Security Omnibus Law (Luxiana, 2022). The Omnibus Law on Maritime Security is a special regulation that is single and integrative to regulate maritime security governance, which later will regulate at least three things, namely the establishment of a "Single Agency Multi Tasks" in law enforcement at sea, synchronization of maritime security information systems

nationally through the National Maritime Security Information Center (NMIC), and management arrangements for marine security facilities and infrastructure (Herdian, 2022). Later, Bakamla, as the Coast Guard, will be given the authority to investigate violations that occur at sea.

Based on researcher interviews with informants, information was obtained that until now, there is no common vision in maritime management in the Riau Islands Province. The attention of the Riau Islands Provincial government is stated in the vision of the Riau Islands Province for the 2016-2021 period, namely "The realization of the Riau Islands as the Mother of the Malay Land of Prosperity, Noble Morals, Environmentally Friendly and Superior in the Maritime Sector". However, this has not been detailed as a regional vision. In addition to the shared vision that Riau Islands Province needs to form, it is also necessary to link maritime governance with national development, economic development, and environmental goals. A World Maritime Axis country will include the development of maritime processes from infrastructure, politics, socio-culture, law, security, and economy.

d. Institutional Capacity

With the enactment of Law Number 23 of 2014 concerning Regional Government, there has been a decentralization of authority over all government affairs. Governance will involve many organizations or actors in which the capacity of each organization and the actors involved will determine its governance. In the initiation stage of realizing integrated governance, the institutional capacity becomes a very important to pay attention to. Charles N Ehler (2003) suggests that at least there are several indicators in institutional capacity that the Riau Islands Provincial government must pay attention to in maritime governance, namely the coordination built between agencies that have authority in maritime governance in

the Riau Islands, having a team, expert staff or experts who being an advisor in the implementation of maritime governance in the Riau Islands, Partnerships in supporting the implementation of maritime governance in the Riau Islands, Training in increasing the capacity of human resources of the apparatus for maritime management in the Riau Islands, Authority and role in the implementation of maritime governance in the Riau Islands, Instruments the law in maritime governance and the values adopted by the agency or stakeholder, the applicable rules in writing, the consistency of national and regional programs in implementing maritime governance in the Riau Islands, and the roles and responsibilities of the agencies that have the authority to do so. Authority in supporting the implementation of maritime governance in the Riau Islands.

In increasing organizational capacity in maritime governance, special councils or expert staff are needed to become advisors in implementing maritime governance in the Riau Islands. Maritime development as a program and target for the Riau Islands Province certainly requires institutional support, such as coordination institutions by agencies/services whose main tasks are related to maritime governance. This coordinating institution is certainly needed to build synergies between related agencies or agencies so that teams and experts in maritime governance are formed. However, based on interviews with informants, For the Riau Islands Province, Bakamla, Bappeda, DKP, and Dishub stated that there were no special regulations governing the formation of teams, expert staff, and experts in the implementation of maritime governance activities in the Riau Islands so that the relevant agencies/services do not have specific authorities, roles, duties, and responsibilities in implementing maritime governance.

For the effective and efficient implementation of security, safety, and law in Indonesian territorial waters and Indonesian jurisdiction, a

synergy of duties and functions of related agencies is required. All stakeholders in the Riau Islands must be concerned about every process of forming regulations related to the sea (Herdian, 2022). PP Government Regulation concerning Implementation of Security, Safety, and Law in Indonesian Waters Territory and Indonesian Jurisdictional Territory is the mandate of Law Number 32 of 2014 concerning Maritime, which Jokowi signed on March 11, 2022. Based on this PP, implementing security, safety, and enforcement law in the Indonesian Waters Territory and the Indonesian Jurisdictional Territory is carried out by ministers, agencies, related agencies, and technical agencies jointly in an integrated and integrated manner (Luxiana, 2022).

In supporting the implementation of maritime governance in the Riau Islands, partnerships with various parties are needed. Various dynamics and conflicts always colour the relationship between the central and local governments in Indonesia. Partnerships are very much needed between the central government and local governments, considering that Indonesia has many regions and the government cannot possibly go down to each region so that the governor, as a delegation from the central government to the lowest level regional head can take over the role of the central government or assist the central government in developing the region. Although no regulations govern this matter, partnerships need to be formed to support maritime governance in the Riau Islands Province, one of which is related to the RZWP3K regulation. Per Law Number 1 of 2014 concerning the Management of Coastal Areas and Small Islands, it is stated that local governments are obliged to prepare RZWP3K following their respective authorities.

e. Human Resource Development

Human Resource Management is important in realizing good governance, especially in public sector organizations. In the initiation phase,

Ehler explained that in realizing good regional governance, especially in archipelagic areas, it is necessary to develop human resources to do good planning, implement and evaluate the management of border areas and islands (Ehler, 2003). In maritime governance, the human resources involved must be able to plan, implement, and evaluate maritime development planning, especially in the Riau Islands Province. Maritime governance not only talks about marine affairs but also looks at the development of human resources in managing coastal areas, border areas, marine tourism, transportation, and border area security. The management of human resources, specifically in the archipelago, has not been regulated by law, so the rule of law is still based on Law Number 23 of 2014 concerning regional government.

Extraordinary human resources should manage extraordinary maritime potential. However, the management of maritime affairs by human resources in the Riau Islands Province is still weak (inti pesan, 2017). Without adequate human resources, the realization of productive and substantive work programs and the maritime potential in the Riau Islands Province will not be managed optimally. Maritime HR includes business actors, government, and academics. Indonesia is blessed with the potential for extraordinary maritime resources, so it requires institutions and vocational education to produce superior human resources in the maritime field (Ditjen Diksi, 2021).

Based on the results of field observations by researchers, the coordination between regional apparatuses is not based on maritime governance regulations. However, it is following the functions carried out by each regional apparatus. The field fisheries assistance program is the form of cooperation and coordination carried out in developing human resources in the fisheries sector. This is done to strengthen fishery products in the Riau Islands as the main commodity as the main

potential of the archipelago and to succeed in the fifth mission of Riau Islands development, namely "Continuing maritime-based economic development, tourism, agriculture, to support accelerated economic growth and reduce disparities between regions and increase food security".

To increase food security, a program called the sea highway was launched. A sea highway provides a logistics distribution system using large ships connecting ports on the main route or main route. RI Presidential Regulation Number 3 of 2015 concerning amendments to Presidential Regulation No. 43 of 2014 concerning the 2015 government work plan, states that the construction of the sea highway is included in the development of the maritime and maritime economy (Putri, 2020). The development of the maritime and maritime economy has been the leading sector of the Indonesian government since 2015. In the Riau Islands, the maritime highway program reduces the cost of transporting goods so that later the goods purchased by the public will be cheaper. In addition, the Sea Toll also reduces the price disparity of necessities in the outer islands of the Riau Islands such as Anambas and Natuna, whose prices have been relatively higher compared to urban areas (CNN Indonesia, 2022).

In addition to developing human resources in the fisheries and marine sectors, marine tourism is also a top priority for the Riau Islands Province, particularly in increasing tourism in the Special Economic Zones. The existence of human resources has a crucial role in tourism development. Tourism human resources include tourists/tourists and workers, including government agencies, entrepreneurs (entrepreneurs) who play a role in determining the satisfaction and quality of workers, experts, and professionals who play a role in observing, controlling, and improving the quality of tourism. The importance of human resources in the tourism sector because people are a very

important resource in most organizations. Especially in service-based organizations, HR plays a key role in realizing successful performance (Evans, Campbell, & Stonehouse, 2003).

f. Empowerment

In organizations, the term empowerment is a common and common thing to use. In maritime governance in the Riau Islands, empowerment is explained in the provision of various local community movements. The concept of empowerment explains how a local community can affect the implementation of maritime governance, collaboration between agencies and communities, and how the regulations govern these local communities. Ehler explained that in empowerment indicators, local stakeholders have influence and control over maritime governance regimes with a legal basis.

In the results of observations, one of the informants stated that there were several trainings, collaborations, and collaborations held in the nuances of maritime governance. The target for the training is not only specifically targeting the maritime community but also students. One of them is holding a student exchange, where the main theme is national shipping. Diaspora facilitates the implementation of this student exchange activity. In addition, trainings were held at the manpower office level. Another informant stated that community involvement is often held as a participant in socialization. This community empowerment program raises the theme of land, air, and sea. Community empowerment related to marine affairs was held in 2018 with the Ministry of KSOP as the forum.

Another example of a community is forming a supervisory community group, abbreviated as Pokmaswas. Pokmaswas is an implementer of supervision at the field level that assists the government in raising legal awareness through

socialization and implementation of the 3M principles (Seeing/Hearing, Recording, and Reporting). As implementers in the field, Pokmaswas have the following roles:

1. Assist the government in supervising Marine Protected Areas;
2. Reporting violations in the management and utilization of marine and fishery resources;
3. Assist the government in socializing the rules for managing marine and fishery resources;
4. Reporting environmental destruction actions in coastal areas;
5. Fill in the Pokmaswas logbook or diary containing information on monitoring or supervision activities, counselling, and socialization carried out by Pokmaswas.

g. Financial Resources Management

Financial resource management is a module that collects and manages all financial data so that they can present reports from the results of data relations from several departments. In maritime governance, the concept of financial resources management is needed in answering questions related to budget regulations related to maritime governance, budget sources, absorption, and budget allocation in implementing maritime governance in the Riau Islands. Ehler explained that the indicator for Financial Resource Management is that the adjustment of institutional capacity follows the scale of financial resources. Then there is a need for effective coordination of maritime governance.

In 2016 it was reported that in 2018 the government would increase the number of regional transfers in the form of general allocation funds (DAU) for island-based provinces with large sea areas. DAU is a fund from APBN revenues allocated for equal distribution of financial capacity among regions. Its function is to fund regional needs in

implementing decentralization based on regional needs and potential (Yuliantoni & Arza, 2021). There are eight provinces that are included in the criteria as archipelagic regions that receive additional DAU, namely the Riau Islands, Bangka Belitung, North Maluku, Maluku, West Nusa Tenggara, East Nusa Tenggara, Southeast Sulawesi, and North Sulawesi (Yazid, 2016).

One of the informants stated that until now, there had been no difference in treatment between land and island provinces. The central government still believes that if one province gets a ship grant, the other provinces will also be the same. The archipelagic province is in dire need of more infrastructure in the maritime sector. As stated in the data received from observations and research from one of the informants, the Riau Islands are in dire need of maritime security assets. This maritime securitization asset is very much needed, considering the area of waters in the Riau Islands that must be monitored is 3,257,483 km² and 13,466 islands.

In maritime governance itself, one of the informants stated that there are no regulations governing the budget for the implementation of maritime governance in the Riau Islands for maritime costs. However, some regulations regulate matters related to maritime affairs. For example, marine fisheries, marine transportation, marine tourism, and others. There is no regulation for the percentage of the range, which means it depends on dynamics. Meanwhile, another informant stated that the source of the budget for activities or programs to support the implementation of maritime governance in the Riau Islands is the budget from the central government in the form of the Special Allocation Fund (DAK).

Special Allocation Funds (DAK) are funds sourced from APBN revenues allocated to certain regions to help fund special activities that are regional affairs and in accordance with national priorities. Programs that become

national priorities are included in the Government Work Plan for the relevant fiscal year. Then, the technical minister proposes special activities to be funded by the DAK and determined after coordinating with the Minister of Home Affairs, the Minister of Finance, and the State Minister for National Development Planning, under the Government's Work Plan. The technical minister submits stipulations on special activities to the Minister of Finance.

Conclusion

Each province with an archipelagic character has the authority to manage marine resources in its territory. Riau Islands Province is an archipelago characterized by direct borders with several neighbouring countries such as Singapore, Malaysia, and Vietnam, and this area is a routing area for international trade. The Center gives authority to Regional Governments to manage Natural Resources (SDA) and their regional environment in a more effective, efficient, and participatory manner. The authority of the Provinces to manage natural resources in the sea includes exploration, exploitation, conservation, and management of marine resources other than oil and gas. With decentralization, it is hoped that the distance between the people and policymakers will be closer, both politically and geographically, so that the Regional Government, who certainly knows more about the weaknesses and strengths of the region, both in terms of human resources and natural resources, and the Central Government, is expected to be able to make more effective policies. to prosper the community.

In initiating integrated maritime governance, clear authority is needed between policymakers, including the applicable law on maritime governance, executive mandates issued in maritime governance, and authority given to national and regional agencies in implementing maritime governance in maritime affairs. Riau Islands, Roles and responsibilities of agencies that have authority

in maritime governance in the Riau Islands, Legal instruments in maritime governance, and values adopted by local communities in written and overlapping regulations or gaps that have not been filled from existing regulations issued by the institution.

In maritime governance in the Riau Islands Province, the leadership factor seen is how political support is obtained and maintained in maritime governance. This agency regulates maritime governance, and the role of constituent or legislative leaders in maritime governance in the Riau Islands. Several indicators in the discussion of institutional capacity that the Riau Islands Provincial government must consider in maritime governance are the coordination built between agencies that have authority in maritime governance in the Riau Islands, having teams, expert staff, or experts who become advisors in the implementation of maritime governance in the Riau Islands, Partnership in supporting the implementation of maritime governance in the Riau Islands, Training in increasing the human resource capacity of the apparatus for maritime management in the Riau Islands, authority and role in the implementation of maritime governance in the Riau Islands.

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