

**MAKING DECENTRALIZED COASTAL ZONE
MANAGEMENT WORK IN INDONESIA:
CASE STUDIES OF KABUPATEN KONAWE
AND KABUPATEN PANGKAJENE DAN
KEPULAUAN**

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**A thesis submitted for the degree of Doctor of Philosophy
of the Australian National University.**



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Declaration

This thesis is my own original work. The interpretations and perceptions contained in this thesis are my constructions of the world as I see it. Apart from citations of works of other researchers, the content of this thesis is my own. Therefore, I take responsibility for the limitations of its content and errors within this thesis.

Hendra Yusran Siry

28 April 2009

Abstract

Coastal governance in Indonesia is entering a new phase with new administration mechanisms, following the changes of political, administrative and fiscal framework resulting from decentralisation policy. For the first time provincial and district governments have mandates, resources, and responsibilities to manage their coastal zones. To this point, only a few studies have been conducted that focus on the analysis of effective coastal zone management (CZM) at district level in Indonesia under the decentralisation setting

This dissertation presents a study of decentralized CZM in eastern Indonesia based on case studies of two districts in Sulawesi Island, *Kabupaten* Konawe in Southeast Sulawesi and *Kabupaten* Pangkajene dan Kepulauan (Pangkep) in South Sulawesi. The dissertation focuses on these district local governments' responses to decentralisation policy in managing their coastal zones. This new shift is very significant in the sector of marine and coastal governance in Indonesia. This research applied qualitative methods through in-depth and semi-structured interviews as well as field-site observations.

I argue that the dynamic of the local socio-political context and the interaction of local actors, such as Heads of District (*Bupati*), determine the effectiveness of decentralized coastal zone management. Local socio-political contexts shape and influence the extent and characteristics of decentralized CZM that can be implemented in the region. The quality of local leaders, as local actors, influences the implementation of CZM through their interactions with other local stakeholders, the dynamic between them, the power distribution among local stakeholders, and local governments' relationships vertically with higher levels of government. The manifestation of decentralized CZM in practice relies

heavily on the combination of these considerations within the legal regulatory framework underpinning the process of decentralized CZM.

The research findings from the Konawe and Pangkep cases studies indicate that decentralized CZM will continue to be effective if local government is constantly responsive, effective and competent. This consistency has to be combined with a committed central government in shifting its power to the regional government under the constellation of decentralisation. Both local and central governments shape the implementation of effective decentralized CZM. The findings of this research indicate that the signs and seeds for effective decentralized CZM implementation in Konawe and Pangkep exist in some aspects, and can be built upon to achieve more successful practices in decentralized CZM.

This dissertation holds several implications for decentralization studies on CZM issues, such as whether decentralized CZM is linear with improving accountability mechanisms. It calls for better understanding of role of various forms of accountability in decentralized CZM, and its linkage with local-central governance arrangements. Replicating this study in other parts of Indonesia could provide a more complete comparison of decentralized CZM implementation. The degrees of variation in research findings are important to canvass in order to add to the lessons learnt from decentralized CZM implementation.

Summary

TITLE:

Making Decentralized Coastal Zone Management Work in Indonesia: Case Studies of Kabupaten Konawe and Kabupaten Pangkajene Kepulauan

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1. Prof. James J. Fox (*Principal Supervisor*)
2. Dr. Colin Filer (*Co-supervisor*)

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1. Dr. David Lawrence
2. Prof. Richard Kenchington (external)

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For Rino, Adrian and Jasmin

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List of Abbreviations and Acronyms

A

| | |
|--------|--|
| ADB | Asian Development Bank |
| APBD | <i>Anggaran Pendapatan dan Belanja Daerah</i> (Regional government budget) |
| APBN | <i>Anggaran Pendapatan dan Belanja Negara</i> (National budget) |
| APKASI | <i>Asosiasi Pemerintah Kabupaten Seluruh Indonesia</i> (Association of District Government) |



B

| | |
|----------------|--|
| <i>Badan</i> | Agency or (sometimes) Board, a technical supporting institution of government. On occasions it is managed by an executive board. |
| <i>Balai</i> | Executive institution of a lower level (translated as office or authority) |
| Bakosurtanal | <i>Badan Koordinas Survei dan Pemetaan Nasional</i> (National Coordinating Agency for Survey and Mapping) |
| Bangda | <i>Direktorat Jenderal Pembangunan Daerah</i> (Directorate General for Regional Development) |
| Bapedal | <i>Badan Pengendalian Dampak Lingkungan</i> (Agency for Environmental Impact Management) |
| Bappeda | <i>Badan Perencanaan Pembangunan Daerah</i> (Regional Development Planning Board) |
| Bappenas | <i>Badan Perencanaan Pembangunan Nasional</i> (National Development Planning Board) |
| BBM | <i>Buton, Bugis, Makassar</i> (Butonese, Buginese, Makassarese). |
| <i>Bestuur</i> | Goverance/Governing body (Dutch) |
| BPN | <i>Badan Pertanahan Negara</i> (National Lands Board) |
| BPS | <i>Biro Pusat Statistik</i> (Central Bureau of Statistics) |
| <i>Bupati</i> | Regent, the Head of <i>Kabupaten</i> , which are autonomous regions with equal status with cities (<i>kota</i>) |



C

| | |
|--------------|---|
| <i>Camat</i> | Head of a <i>kecamatan</i> (sub-district administration) office |
| CGI | Consultative Group on Indonesia |

| | |
|--------------------------|---|
| CIDA | Canadian International Development Agency |
| Coremap | Coral Reefs Rehabilitation and Management Programme |
| CPUE | Catch Per Unit Effort |
| CRMP | Coastal Resource Management Project |
| CZM | Coastal Zone Management |
| | ▲ |
| D | |
| DAK | <i>Dana Alokasi Khusus</i> (Specific Allocation Fund) |
| DAU | <i>Dana Alokasi Umum</i> (General Allocation Fund) |
| <i>Desa</i> | Rural territory including one or more villages and surrounding areas that maintains traditional administration over certain local affairs. Also means village |
| DGF (<i>Perikanan</i>) | Directorate General of Fisheries, Ministry of Agriculture |
| DGPNC (PHPA/PKA) | Directorate General of Protection and Nature Conservation, Ministry of Forestry |
| Dinas | Technical Agency of regional government |
| District | Level of region with autonomous regional government and refers to both regencies (<i>kabupaten</i>). |
| <i>Dishidros</i> | <i>Dinas Hidro-Oseanografi TNI Angkatan Laut</i> (Indonesia Hydro-Oceanographic Service) |
| Ditjen | <i>Direktorat Jenderal</i> (Directorate General) |
| DPOD | <i>Dewan Pertimbangan Otonomi Daerah</i> (Regional Autonomy Assessment Council) |
| DPR | <i>Dewan Perwakilan Rakyat</i> (House of Representatives) |
| DPRD | <i>Dewan Perwakilan Rakyat Daerah</i> (Regional Representative Council) |
| | ▲ |
| E | |
| EEZ | Exclusive Economic Zone |
| EIA | Environmental Impact Assessment |
| ESD | Ecologically Sustainable Development |
| <i>Eselon</i> | Echelon, ranking of positions in the structural hierarchy |

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| F | | |
| <i>Fraksi</i> | | Political grouping within representative councils |
| | ▲ | |
| G | | |
| GBHN | | <i>Garis-garis Besar Haluan Negara</i> (Broad Guidelines of State Policy) |
| GoI | | Government of Indonesia |
| <i>Golkar</i> | | <i>Golongan Karya</i> (Functional Groups Party) |
| GTZ | | <i>Gesellschaft fuer Technische Zusammenarbeit</i> (German Technical Cooperation Agency) |
| <i>Gubernur</i> | | Governor, Head of Government of a province, and representative of the national government in the province |
| | ▲ | |
| H | | |
| HPH | | <i>Hak Pengusahaan Hutan</i> (Forest utilisation rights/logging concession) |
| | ▲ | |
| I | | |
| IBRD | | International Bank for Reconstruction and Development |
| ICZM | | Integrated Coastal Zone Management |
| IDR | | Indonesian Rupiah |
| <i>Inpres</i> | | <i>Instruksi Presiden</i> (Presidential Instruction) |
| | ▲ | |
| K | | |
| <i>Kabupaten</i> | | Regency, one of the two types of autonomous regions within a province. |
| <i>Kecamatan</i> | | Sub-district, territory of district government with its own branch office of district government for general administrative functions, headed by a <i>Camat</i> . |
| <i>Kelurahan</i> | | The territory of regional government under <i>Kecamatan</i> that replaces autonomous <i>desa</i> when an area becomes urbanized. |
| Keppres | | <i>Keputusan Presiden</i> (Presidential Decree) |
| KKN | | <i>Korupsi, Kolusi dan Nepotisme</i> (Corruption, Collusion and Nepotism) |
| <i>Komisi</i> | | Working committees of representative councils |

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| <i>Kota</i> | City when referring to autonomous region, but also a general term for city or town. |
| KPU | <i>Komisi Pemilihan Umum</i> (Electoral Commission) |
| ▲ | |
| L | |
| LSM | <i>Lembaga Swadaya Masyarakat</i> (Community-based Organization, Non-Government Organization) |
| <i>Lurah</i> | Government official in charge of the <i>kelurahan</i> office of district government |
| ▲ | |
| M | |
| MCRMP | Marine and Coastal Resource Management Project |
| MMAF (DKP) | Ministry of Marine Affairs and Fisheries (<i>Departemen Kelautan dan Perikanan</i>) |
| MoF | Ministry of Finance |
| MoHA | Ministry of Home Affairs |
| MPR | <i>Majelis Permusyawaratan Rakyat</i> (People's Consultative Assembly) |
| MREP | Marine Resource Evaluation and Planning |
| MSY | Maximum Sustainable Yield |
| <i>Musbangdes</i> | Village development meeting |
| ▲ | |
| N | |
| <i>Nagari</i> | Areas of traditional leadership in West Sumatera. |
| <i>Naskah akademis</i> | Position or justification paper relating to proposed legislation |
| NGO | Non-government organization |
| ▲ | |
| P | |
| PAD | <i>Pendapatan Asli Daerah</i> (Locally genuine revenues) |
| <i>Pelita</i> | <i>Pembangunan Lima Tahun</i> (Five-Year Development) |
| <i>Pemerintah Pusat</i> | Central (national) government |
| <i>Pemerintah Daerah</i> | Regional government |
| <i>Perda</i> | <i>Peraturan Daerah</i> (Regional/local regulation) |

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| PJPT-I | <i>Pembangunan Jangka Panjang Tahap Pertama</i> (The first long-term national development) |
| PJPT-II | <i>Pembangunan Jangka Panjang Tahap Kedua</i> (The second long-term national development) |
| PP | <i>Peraturan Pemerintah</i> (Government Regulation) |
| <i>Propeda</i> | <i>Program Pembangunan Daerah</i> (Regional Development Program) |
| <i>Propenas</i> | <i>Program Pembangunan Nasional</i> (National Development Program) |
| | ▲ |
| R | |
| <i>Renstra</i> | <i>Rencana Strategis</i> (Strategic Plan) |
| <i>Repelita</i> | <i>Rencana Pembangunan Lima Tahun</i> (Five-Year Development Plan) |
| RTRW | <i>Rencana Tata Ruang Wilayah</i> (Strategy for spatial planning at national and provincial level) |
| | ▲ |
| S | |
| SDO | <i>Subsidi Daerah Otonom</i> (Regional Autonomy Subsidy) |
| <i>Sekjen</i> | <i>Sekretaris Jenderal</i> (Secretary-General) |
| <i>Sekwilda</i> | <i>Sekretaris Wilayah Daerah</i> (Highest administrative function in the <i>wilayah</i> administration at regional level) |
| SKPD | <i>Satuan Kerja Perangkat Daerah</i> (Local Government Technical Department) |
| | ▲ |
| T | |
| TAP-MPR | <i>Ketetapan Majelis Permusyawaratan Rakyat</i> (Decree of the People's Consultative Assembly) |
| <i>Tata tertib (Tatib)</i> | Procedures of meetings, e.g. of representative councils, frequently mistranslated as codes of conduct. |
| TNI | <i>Tentara Negara Indonesia</i> (Indonesian military forces) |
| | ▲ |
| U | |
| UNDP | United Nations Development Program |

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|-----------------|--|
| UNCLOS | United Nations Convention on Law of the Sea |
| USAID | United States Agency for International Development |
| UU | <i>Undang-undang.</i> (Law passed by the Parliament/DPR) |
| UUD 1945 | <i>Undang-Undang Dasar 1945.</i> (Indonesian constitution from 1945) |
| | ▲ |
| V | |
| VOC | <i>Verenigde Oost-Indische Compagnie</i> (United Dutch East-India Company) |
| | ▲ |
| W | |
| <i>Walikota</i> | Mayor, head of a city regional government |
| <i>Wet</i> | Law (Dutch) |
| <i>Wilayah</i> | Territorial sub-division of the state administration. Its territorial boundaries are identical with the provinces as "first level autonomous regions". |

Currency Conversion

In this thesis the value of the Indonesian Rupiah (IDR) and the American Dollar (USD) are calculated at a rate of USD 1 = IDR 8,700, the rate current during the main period of fieldwork in 2005.

Interviewee Coding Guide

In this thesis, all informants and their information, thoughts and views are considered in accordance with research ethics protocols. This thesis does not reveal the identity of any informant. Informants are coded according to the following rule:

Informant Number of - Type of - Origin of - Year of
Informant **Informant** **Informant** **Informant** **Interview**
(in alphabetically)

For example: Informant H-NGO-Kdi, 2007 means Informant number H from a non-governmental organization or a community leader who was based in Kendari and I interviewed him/her in 2007.

Code explanation:

| | | |
|-----|---|---|
| Gov | : | Government |
| NGO | : | Non Governmental Organizations and community leaders |
| Exp | : | Expert |
| Nat | : | National, means informants are from the central government or his/her expertise or areas of concerned are national-based |
| Kdi | : | Kendari, means informants are from Southeast Sulawesi Provincial Government or his/her expertise or areas of concerned are provincial-based |
| Kon | : | Konawe, means informants are from <i>Kabupaten</i> Konawe or his/her expertise or areas of concerned are district (kabupaten)-based |
| Mak | : | Makassar, means informants are from South Sulawesi Provincial Government or his/her expertise or areas of concerned are provincial-based |
| Pkp | : | Pangkep, means informants are from <i>Kabupaten</i> Konawe or his/her expertise or areas of concerned are district (kabupaten)-based |