

Policy Implementation of the Outer Islands Management at Kepulauan Riau Province

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ABSTRACT

The policies management of the outer islands in Kepulauan Riau province is aimed to implement of management format of borders areas with comprehensiveness and sovereignty approach. The reasons are many conducting of illegal fishing, unorganized islands, disparities in development and there is no road map for developing the environmental of the outer island. The aim of research is describing deeply the context and content of implementation the presidential regulation (Perpres) No. 78 / 2005 on management of the outer islands.

This research is using qualitative approach with focuses on the process of depth interview of 12 informants who are representative of 8 central and local government agencies through snowball method.

I argue that implementation of management policies in the outer islands is not synergy among government institutions either local or central. Therefore, they have to be managed by government to harmonise all agencies with structurally and functionally under the president responsibility.

Key words: Policies Implementation, The outer Islands and Border

1. INTRODUCTION

Implementation of the management policy of the outer Islands for Indonesia as island countries that have more than 17,000 islands became very important, including small islands outermost in the province of Kepulauan Riau for the outer Islands are in the border area, so it is not only important for the realization of welfare of communities around the outer Islands, but it is also important for the strengthening and consolidation of the sovereignty of the nation and the state of Indonesia in the presence of friendly countries. Governance management include implementing government functions. The functions of government that encompasses the protection function, the function of defense, law enforcement function, the function of development, empowerment function, service function and the function of inter-governmental relations.

In the dimension of the implementation of the protection function, the implementation of the management policy of the outer Islands outermost border countries should ideally be able to provide protection optimally to the social, cultural, socio-economic and socio-political every citizen living in the outer Islands outermost and protect all the wealth of the country in border. In the dimension of the implementation of the defense function, the implementation of the management policy of small islands in the outermost border can ideally ensure the realization of defense and resilience of communities, nations and countries that covers all aspects of ipoleksosbudhankannas.

Management of the outer Islands in view of the dimensions of the implementation of the law enforcement function, the implementation of the management policy of the outer Islands border should ideally be able to optimize the efforts of law enforcement against violations of the sovereignty of the State, erosion of

state boundaries, theft of State assets and crime among States. In the dimension of the implementation of the functions of development, the implementation of the management policy of the outer Islands in the outermost border can ideally guarantee the realization of regional infrastructure and public welfare that day the spirit of nationality for every citizen who lives in the border. In the dimension of the implementation of the function of empowerment, the implementation of the management policy of the outer Islands border should ideally be able to guarantee an increase in the dynamics of the empowerment of individuals, empowerment of communities and the empowerment of social institutions on the border in order to perform well and participate actively in the preservation of environmental resources and realize the glory of the nation Indonesia in frontier

Management of the outer Islands have a strategic value in the interests of defense and security, border surveillance, supervision of various marine resources in marine waters Indonesia, the management of the outer Islands certainly can not just rely on one sector alone. Management of the outer Islands in the outermost borders requires the involvement all sectors at various levels, which are mapped onto management entire outer islands of Indonesia.

2. LITERATURE REVIEW

Implementation of the management policy of the outer Islands in the outermost border is one type of public policy. According LAN RI (1997: 2): Policy is basically provisions should be used as guidelines, handle or manual for each business and activities of the government apparatus, in order to reach fluency and coherence in achieving its objectives. Policies can be distinguished as internal policies and external policies, written and unwritten. Internal policies (managerial policies), policies that only have binding force in the organization of the government apparatus itself. External policies are policies that bind the public (public policy). Anderson (1984: 4) says: *In general usage, the term policy designates the behavior of some actor or set of actors, such as an official, a governmental agency, or a legislature, in an area of activity such as public transportation or consumer protection. Public policy also may be viewed as whatever governments choose to do or not to do. Anderson's opinion revealed that public policy is what to do or what not to do by the government. public policy certainly has a specific function, such as to protect the consumer. Anderson (1984: 5) defines the boundaries of understanding the policy One definition holds that public policy, "broadly defined," is "the relationship of a governmental unit to its environment." Such a definition is so broad as to leave most students uncertain of its meaning; it could encompass almost anything. Another states that "public policy is whatever governments choose to do or not to do." Roughly accurate, this definition does not adequately recognize that what governments decide to do and what they actually do may diverge. Moreover, it could be taken to include such actions as routine personnel appointments or grants of driver's liard Rose suggests that policy be considered "a long series of more-or-less related activities" and their consequences for those concerned, rather than as a discrete decision. Although somewhat ambiguous, his definition does embody the useful notion that policy is a course or pattern of activity and not simply a decision to do something.*

Howlett & Ramesh (1995: 5) William Jenkins expression that says: *Public policy as 'a set of interrelated decisions taken by a political actor or group of actors concerning the selection of goals and means of achieving them within a specified situation where those decisions should, in princile, be within the power of those actors to achieve.*

Opinion Jenkins above clearly shows that public policy is a set of relationships between parties who act as policy makers. The parties in question clearly has the power to determine the specific objectives and formulate ways to achieve the goal. Hill and Hupe (2002: 7) says: *Implementation is the carrying out of basic policy decision, usually incorporated in a statute but which can also take the form of important executive orders or court decisions. Ideally, that decision identifies the problem(s) to be addressed, stipulates the objective(s) to be pursued, and in a variety of ways, 'structures' the implementation process. The process normally runs through a number of stage begining with passage of basic statute, followed by the policy outputs (decisions) of the implementing agencies, the compliance of target groups with those decisions, the actual impact – both intended and unintended – of those outputs, the perceived impacts of agency decisions, and finally, important revisions (or attempted revisions) in the basic statute.*

From the above opinion, ideally, policy implementation is seen as a decision to identify the problem to then find different ways to show the structure of the settlement policy implementation that can be followed by the policy implementers. With this view, the implementation of policies is a problem-solving process is done in certain ways into the process of policy implementation. Thus the implementation of the policy requires the support of a comprehensive understanding of the perspective of the problems that needs to be addressed, resolved or anticipated through a series of actions or activities. In this case the Ripley and Franklin (1990: 4) says: *Implementation is what happens after laws are passed authorizing a program, a policy, a benefit, or some kind of tangible output. The term refers to the set of activities that follow statements of intent about program goals and desired results by government official. Implementation encompasses action (and no action) by a*

variety of actor, especially bureaucrats, designed to put program in to effect, ostensibly in such an away to achieve goals.

Opinion Ripley and Franklin at the top shows that the implementation of the policy refers to a set of activities or actions that accompany this statement of purpose and outcomes to be achieved by government officials. Grindle (1980: 6) says: *In general, the last of implementation into establish a link that allows the goals of public politics policies to be realized as outcomes of governmental activity. It involves, therefore, the creation of a "policy delivery system", I which specific means are designed and pursued in the expectation of arriving at particular ends. Thus, public policies—board statements of goals, objectives, and means—are translated into action programs that aim to achieve the ends stated in the policy. It is apparent, then, that a variety of programs may be developed in response to the same policy goals. Action programs themselves may be disaggregated into more specific projects to be administered. The intent of action programs and individual projects is to cause a change in the policy environment, a change that can be considered an outcome of the program.*

The implementation process of public policy was included in the organization of the public administration system, to achieve the expected results of each program implementing the important and decisive role in the process of policy implementation need to understand the concept of administration as stated by Ripley and Franklin (1990: 4) *Agencies charge by law with responsibility for administering programs must acquire resources needed to move ahead. The resourch. These resources include personal, equipment, land, raw material, and – above all – money. Second, agencies engage in interpretation and planning. Third, agencies must organize their activities by creating bureucratic units and routines for attacking their workload. Finally, agencies ectend benefits or restrictions to their clientele or target groups. They provide the services or payment or limits on activity or whatever else represents the tangible out of a program.*

There are several models of policy implementation that has been known as: Model Smith: Smith to develop a model of its own policy implementation. According to Smith in the implementation process there are four variables that need to be considered, namely idealized policy, the target groups, implementing organization, and environmental factors. The fourth variable is explained by Tachjan (2008: 38) the following: idealized policy, Target Groups Implementing organization, Environmental factor. Model Hogwood and Gunn: Hogwood and Gunn develop policy implementation model is referred to as "the top-down approach". According to Hood and Gun (in Tachjan, 2008: 40) to be perfect implementation would require some specific requirements. Model Hoogerwerf: Implementation of other measures proposed by Hoogerwerf (1978: 168), causes that might be the basis of a failure of policy implementation, very different from each other. These causes have nothing to do in a row with the contents of the policy should be implemented, the level of information of the actors involved in the implementation, the amount of support for the policies to be implemented and eventually division of potentials that exist.

Model Warwick (1979) known as the "Transactional Model". This model is in principle opposite of the view that in order to understand the various problems at the implementation stage of a plan or policy, see the connection between planning and implementation can not be ignored. The planning process can not be seen as a separate process with the implementation. Model Gordon Chase (1979) is based on the results of the implementation case studies of three types of community service carried out by the Government of New York City in the field of health care and drug control.

Model Edward III (1994: 147): Implementation of policies developed by Edward III begins with the question "Is it a precondition for the successful implementation of the policy? Is the primary obstacle to the successful implementation of the policy? ". Answer this important question, Edward III shows four critical factors or variables in implementing public policies, namely communication, resources, disposition or attitude, and a bureaucratic structure. Model Van Meter and Van Horn (1975: 462) modeling implementation of the policy by saying that there are six variables that shape the relationship between policy and performance. *This model not only specifies the relationships between the independent variables and the ultimate dependent variable of interest, but also makes explicit the relationships among the independent variables. The linkages included implicitly represent hypotheses which could be tested empirically, assuming that satisfactory indicators could 'be constructed and appropriate data collected. By approaching the problem in this manner, there is greater promise for elucidating the processes whereby policy decisions are carried out than simply by correlating .independent and dependent variables in a relatively unthinking fashion (Van Meter and Asher, 1973). The model has been constructed on the basis of the three bodies of literature cited above, as well as the authors' own research and intuitions about the implementation process.*

Model Grindle (1980) showed that the successful implementation of the policy determined by the Content and Context policy. In terms of policy content, Grindle (1980: 9) *Theodore Lowi has pointed out that the kind of policy being made will have considerable impact on the kind of political activity stimulated by the policymaking process. This observation can be applied with equal validity to the implementation process, encouraging consideration of the "implement ability" of various programs. A distinction can also be made between programs providing collective benefits, which encourage categorical demand making, and those*

providing benefits that are divisible, which may mobilize more particularistic kinds of demands at the implementation stage. Grindle (1980:9) Differences in the degree of behavior change the program envisions for its intended beneficiaries is another way the content of policy affects its implementation. The introduction of new technologies for agricultural development is a commonly cited example of a program requiring considerable behavioral adaptation and participation on the part of recipients. In contrast, providing housing for low-income group may require little in the way of changes behavior patterns. Moreover, programs that are designed to achieve long-range objectives may be more difficult to implement than those whose advantages are immediately apparent to the beneficiaries.

According to Grindle, the content of the policies and programs is an important factor in determining the outcome of the implementation of the initiative. But like a lot of the above examples show, and as seen on the image content, policies or programs are often an important factor for potential or real impact may be in a social setting, politics, and economics are given. Therefore, it is necessary to consider the context or environment in which administrative action is achieved. Often, the purpose of the actor will be in direct conflict with each other and the result of this conflict and its consequences, who gets what, will be determined by the strategies, resources, and power position of each of the actors involved. What are implemented may be the result of a political calculation of interests and groups compete for scarce resources, the response of the executive officers, and the actions of the political elite, all interacting in an institutional context given. Analysis of the implementation of a special program for it can be interpreted assess the "power capability" actors, their interests and strategies to achieve them, and characteristics of the regime in which they interact. This in turn can facilitate assessment of the potential for achieving policy and program objectives.

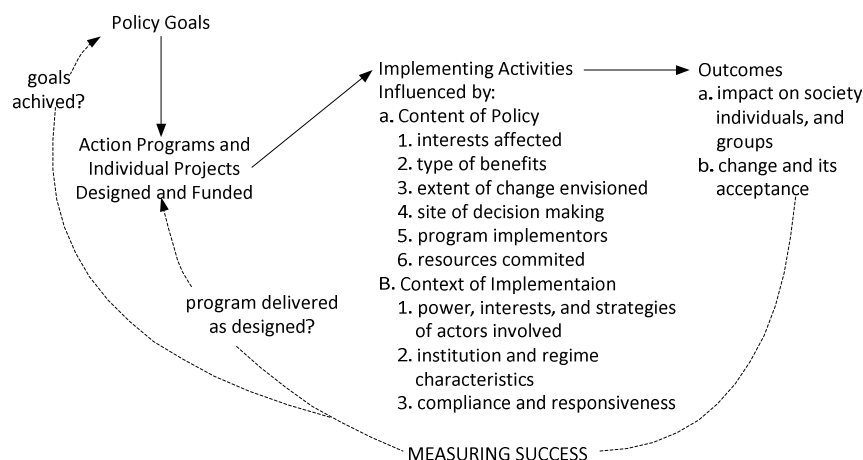
The other side of policy issues and achieve program objectives within a particular environment is responsitas. Ideally, public institutions such as the bureaucracy must be responsive to the needs of the most adequate for them to serve them. Moreover, without responsitas enough during implementation, public officials who lost the information to evaluate the achievement of program and support may mean that the policy objectives are not achieved due to the intervention of individuals or groups the same, both in order to acquire specific types of goods and services in a number of larger or to hinder the fulfillment of certain programs that can not be accepted by

they are as profitable. In this case Grindle (1980: 14) says Related to this is a theme that emerges in a number of the case studies in this volume: the extent to the which political and administrative organisasi regimens have the power to implement policies they are committed to. At issue here be decentralized or, on the other hand, controlled from political or bureaucratic center of the country.

According to Grindle, a theme that appeared in a number of case studies is the extent to which the regime of political and administrative organization is committed and has the power to implement their policies. On this issue occurs decentralized or, on the other hand, are controlled from the center of politics or the state bureaucracy. In this context consideration by Grindle (1980: 15) *This suggest that consideration of the context of administrative action also involves such variables as the structure of political institutions and the type of regime in which a policy or program is pursued. Matters of ideology, culture, political alliances and payoffs, and international events are other environmental influences that may also have considerable impact on the administrative process, moreover, programs are not implemented in isolation from other public policies; a program's success may easily be affected by the priorities of political officials or the outcome of other programs.*

Grindle, indicating that consideration of the context of administrative action also involves variables such as the structure of political institutions and the type of regime in which a policy or program is achieved. Matters of ideology, culture, political alliances and gifts, and international events that environmental influences others who may also have a considerable impact on the administrative process, moreover, the program is not carried out separately from other public policies, the success of a program can easily be influenced by priority political authorities or results from other programs. How the factors mentioned by Grindle was correlated with each other

Implementation as a Political and Administrative Process



Source: Grindle, 1980: 15

Implementation image as a Political and Administrative Process The above shows that the results of policy implementation has a strong influence on society, individuals and groups as well as changes and acceptance of change by the content of the policy and the context of implementation. Contents policy covers (1) *interests affected*; (2) *type of benefits*; (3) *extent of change envisioned*; (4) *site of decision making*; (5) *program implementer*; dan (6) *resource committed*. Context implementations include (1) *power, interests, and strategies of actors involved*; (2) *institution and regime characteristic*; dan (3) *compliance and responsiveness*.

From the models described policy implementation, the authors chose a model of public policy implementation Grindle as theoretical base the preparation of concept study. Reasons for the selection is that this model is suitable for uncovering and discussing the phenomenon of the implementation of the management policy of small islands outermost border, due to the implementation results (outcomes) policies associated with communities, individuals, and groups as well as changes and acceptance of the changes that occur in the community.

3. RESEARCH METHODS

This study used a qualitative research approach. Application of qualitative research is qualitative research refers to the procedure described by Creswell (1994: 143). The design of the study is designed with a qualitative research approach to the paradigm of post-positivism. The paradigm of post-positivism have been selected for the study on the implementation of the management policy of the outer Islands in Riau Islands province is seen as "observed facts" that would produce "knowledge based on experience", which is a new concept which is based on research findings terhadapap 12 research informants from eight central and local government agencies, with the determination of informants using the snowball technique. using interview and observation techniques.

4. RESULTS AND DISCUSSION

Results of the study revealed and discussed according to the model approach to public policy implementation Grindle. According to Grindle (1980: 15), the successful implementation of the policy determined by *Content of policy* dan *Context of implementation*. *Content of policy* includes parameters *interests affected*; *type of benefits*; *extent of change envisioned*; *site of decision making*; *program implementor*; *resource committed*. *Context of implementation* parameters include *power, interests, and strategies of actors involved*; *institution and regime characteristic*; *compliance and responsiveness*. With this theory Management Policy Implementation minor outlying islands viewed as the Presidential Regulation No. 78 Year 2005 on Management of Small Islands Outer disclosed and discussed according to the study content of policy and study context of implementation.

The concept of policy implementation research includes analysis of two approaches: Content Analysis of Policy; and Context Analysis of Implementation. Descriptive analysis of the implementation of the management

policy of the outer Islands Content of Policy Analysis parameters include: (1) *interests affected*; (2) *type of benefits*; (3) *extent of change envisioned*; (4) *site of decision making*; (5) *program implementor*; dan (6) *resource committed*.

From the descriptive analysis of the interests affected policy implementation process management the outer Islands in Riau Islands province can be argued that the interests that affect the implementation of the management policy of the outer Islands on the border is of interest relating to the implementation of their respective authorities, agencies and institutions. Implementation of such authority does not always support the achievement of objectives the implementation of management policies outermost small islands in the establishing of defense and security, public welfare and preserve environmental resources in the border region. Therefore, the implementation of coordination functions into one managerial approach that is needed for the implementation of management policies outermost small islands on the border.

From the descriptive analysis of the type of benefits derived from the implementation of management policies the outer Islands in Riau Islands province can be stated outputs on outcomes management of the outer Islands in the outermost border include the benefits associated with the defense and security of the border region; the benefits associated with the welfare of society; and benefits associated with environmental resources borders. However, these benefits have not been optimal to strengthen aspects of defense and security of the border region; not optimal to improve the welfare of the community; and not optimal for preserving environmental resources sustainably border. Not optimal benefits of the policy implementation process management outermost small islands due to weak implementation of the coordination function of management and management structure is weak the outer Islands on the border. The shortcomings of the coordination function due to problems of overlapping management policies are identified from Presidential Nomor78 On PPKT 2005 and Presidential Decree No. 12 Year 2010 About the BNPP. The management of identified structural weaknesses of the structure of the National Agency for Border Management (BNPP). Of the two humadity the structural weakness is the weakness of the most dominant in the implementation of management policies the outer Islands on the border.

From the descriptive analysis of the degree of change to be achieved (extent of change envision) through policy implementation process management the outer Islands in Riau Islands province changes that occur as a result of the implementation of the management policy of the the outer Islands on the border is a dynamic change border region arising from the defense and security of border regions; activities to increase public welfare; and the maintenance of natural resources. But these changes have not been optimal to represent government policy in Indonesia build from the suburbs, and to make the border region as a terrace Indonesian people's lives can be proud of. This is due to the resources that support the government administration to optimize change for the better is still very limited, especially support budget resources.

From the descriptive analysis of the site of decision making in the process of implementation of management policies the outer Islands in Kepulauan Riau Province can be stated that the decision on any matter covered by the policy implementation process management outermost small islands on the border lies in their respective sectors and levels. The decision making process is carried out in accordance with the powers, duties and functions of each party tend to cause problems sectoral ego. This problem occurs because of weak implementation of intersectoral coordination functions. Problems ego sectoral and cross-sectoral coordination weakness is due to the problem of overlapping policies. With problems such conditions, the role of Management Coordination Team Minor Outlying Islands and the role of the National Agency for Border Management in decision making processes that are strategic for the implementation of performance management Ulaou outermost small islands in an integrated border not be optimal.

From the descriptive analysis of program implementers in the process of implementation of management policies outermost small islands in Kepulauan Riau Province stated that the Implementing programs that work in implementing the management policies of the outermost small islands on the border can consist of local officials and may also consist of a central apparatus. Implementation of the program management of the outermost small islands on the border is constrained by the limited support resources, especially financial resources. Beyond the potential of natural resources to be managed, the location of the outermost small islands on the border seemed to be technical problems in the implementation of the program. By overcoming the obstacles locate and develop natural resources in the border region, the the outer Islands and border areas could be developed into the Homeland terrace which gives added value to efforts to strengthen the defense and security and support the local economy and public welfare.

From the descriptive analysis of the resources committed in the process of implementation of management policies the outer Islands in Kepulauan Riau Province can be stated Basically commitment of resources, especially budgetary commitments, are in accordance with the normative rules and budget policies. However, capacity allocation in general considered to be very limited to improve or expand the performance and management of small islands in the outermost border. Budget performance gap that arises is that on the one hand, the distribution of budget allocation policies do not suit the needs of the cost of the tasks and functions of each agency and institution; but on the other hand, the performance budgets of the respective agencies and

institutions rely heavily on the budget allocation distribution policy. Thus the performance of the budget in the process of implementing the management program of the outermost small islands at the border are not optimal.

Context Analysis of Implementation: Analysis of the context of implementation includes parameters power, interests, and strategies of actors involved; institution and regime characteristic; compliance and responsiveness.

Descriptive analysis of the context of implementation as follows:

From the descriptive analysis of power, interests, and strategies of actors Involved in the process of implementation of management policies the outer Islands in Kepulauan Riau Province can be stated that the border management include government affairs absolute, government affairs concurrent and government affairs public, delegation of authority, interests and strategies of the National Agency for Border Management (BNPP) to the Border Management Agency Provincial and district shall cover all the government affairs. Scope of authority, interests and border management strategy can be achieved by raising the position of Head of BNPP ministerial level Coordinator. Change the position of Head of BNPP is not much change the duties and functions of the authority BNPP BNPP but change. To support the change in authority, structure of positions and personnel BNPP adapted to the pattern of representation of all ministries and agencies related to border management. This change was made in order to "build Indonesia from the periphery".

From the descriptive analysis of the institution and regime characteristic in the policy implementation process management the outer Islands in Kepulauan Riau Province can be pointed to the fact that the performance of the management of the outer Islands on the border is one of the focus of the performance that is inseparable from the performance of the border, it is necessary to consider the need for a concept organizing and performance management frontier truly integrated as a concept "build Indonesia from the periphery". Nawacita Jokowi-JK is a vision of a state that looked far into the future of the nation. There are three goals that directly inherent in the performance of border management, the first Cita: Bringing back the State to protect all bagsa and provide security to all citizens; The third goal: Build Indonesia on the outskirts of the strengthening of regional and village areas in the framework of the Unitary State; and Cita nine: All Bbhineka strengthen early and Strengthening Social Restoration Indonesia. With the vision of statehood can be further converted into a border area management paradigm terrace arrangement state to realize the image of the Republic of Indonesia in the past one hundred years later.

From the descriptive analysis of complien and resposiveness in the policy implementation process management the outer Islands in Kepulauan Riau Province sump Respond and compliance rules in implementing the policy is public accountability arising from the performance of the parties in managing the the outer Islands on the border. How output and how outcomes generated through the implementation of management policies the outer Islands on the border to mirror the success of responding to and comply with the rules and policies of the management of the outermost small islands on the border. It depends on the level of compliance in meeting the rules and policies.

5. CONCLUSION

Management of the outer Islands Outlying that need synergy in organizational management from the central government to the regions which have the outermost small islands. Coordination and management does not fully support the management of the outermost small islands, because the management of the outer Islands that are not done by the state border tiered governmental organizations from the center to the regions, for border management in the region is not subordinate to the National Agency for Border Management. Policy organizes the outer Islands in Kepulauan Riau Province, is the policies implemented by the government jointly between the central government and involving various ministries, agencies, causes are still cases of overlapping policies and do not have the vision, mission ideal for implementing management policies the outer Islands as borders in the ocean.

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