

Evaluating Policy Implementation on the Coastal Area and Small Islands Management

A Case Study of Gili Matra Park in West Nusa Tenggara, Indonesia

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Abstract—The Marine Recreational Park Gili Matra in North Lombok regency which is the object of research, facing serious environmental problems due to the demands of regional economic development. The study aims to evaluate the implementation of the law in the management of coastal areas that do not have local legislation of Zoning Plan for Coastal Areas and Small Islands (Perda RZWP3K) and the implementation of a new paradigm in managing the conservation area. Research using descriptive and causal method of Langbein. Descriptive method leads to the type of research evaluation process, while causal method leads to an impact evaluation study. The results of the research identification, obtain an importance role of stakeholder engagement in the area of targeted policies, through Stakeholder Coordination Forum of Gili Matra. This forum encourages the implementation of collaborative management which involving and able to accommodate the participation all stakeholder and local people.

Keywords: *policy evaluation; integrated coastal management; marine conservation area*

I. INTRODUCTION

The urgency of the existence of a public policy as the legal umbrella for an integrated management of coastal areas and small islands (Integrated Coastal Management - ICM) in Indonesia is very urgent and absolutely necessary. This is due to a number of strategic reasons with political, economic, social, environmental and defense-security backgrounds. In addition, there is also problem relating to the overlapping of authority faced in its management.

Law No.27 of 2007 amended by Law No.1 of 2014 is the legal basis for integrated coastal zone management (ICM), which is inseparable from the follow up measures of United Nations Conference on Environment and Development (UNCEAD) in Rio de Janeiro, Brazil in 1992. One result is the Agenda 21 Chapter 17 Program (a), which implicitly mentions coastal management based on the concept of 'Integrated Coastal Management', that is integrated and sustainable coastal management, including within the exclusive economic zone (ZEE).

As the largest maritime and archipelagic country in the world, Indonesia has a marine area of 5.8 million square

kilometers and 17,480 islands surrounded by 95,181 kilometers of coastline. The beach is the fourth longest beach in the world after the United States, Canada and Russia. Coastal areas can be one source of new economic growth, such as the development of marine tourism potential that can increase the income of surrounding communities and create jobs. But the beaches along the length of it cannot be optimized in an effort to increase income and job creation like coastal community. This fact is very striking when compared with the State of Queensland in Australia whose long beaches only 2,100 kilometers can earn foreign exchange from tourism about USD 2.1 billion a year [1].

Of the 16.42 million people in coastal communities living in coastal villages, about 32 percent of them live below the poverty line [2]. Based on these issues, the date of July 17, 2007 legalization of Law Number 27 of 2007 on the Management of Coastal Areas and Small Islands. The regulation gives new hope and strategic value for the development of coastal areas and small islands in Indonesia. It is said to be strategic, because the coastal areas in Indonesia have developed into a region with a fairly rapid growth. The coastal areas can provide space with high accessibility and relatively cheap [3]. But behind the strategic economic value of supporting economic development, coastal areas are highly vulnerable to changes, disturbances and pollution by humans or naturally or in combination. Human activities and increased population pressure on the environment that does not pay attention to environmental conditions have led to an increase in coastal damage in Indonesia (SLHI, 2010).

The main policies set forth in Law Number 27 Year 2007 include management planning, ecosystem use, coastal waters rights, conservation, protection of indigenous peoples' rights, and coastal disaster mitigation. With policy coverage that touches the environmental management of coastal areas and small islands, it is expected to ensure the sustainability of coastal ecosystems and small islands, which at the same time can improve the welfare of the community and maintain the integrity of the Republic of Indonesia.

Problematic coastal areas and small islands intertwine between economic, socio-cultural, legal and political issues, so that it is not easy to decipher longstanding conflicts of interest.

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Given the policy points set forth in Law no. 27 of 2007 is very wide, so this research is given limits on the implementation of waters conservation area by taking the object of Gili Matra Water Park (TWP) research in the District of North Lombok, West Nusa Tenggara Province. Gili Matra consideration is used as the object of research, because the management of this Aquatic Park represents the implementation of management of coastal areas and small islands in an integrated, transparent and participative manner, in accordance with Law No.27 of 2007.

In the public policy literature, public policy evaluations are differentiated into two types [2]. First, the type of outcome evaluation, i.e. research based on policy objectives. Second, the type of process evaluation, an evaluation research based on implementation guidelines and technical guidance. Policy evaluation is not only to see the results or impacts, but also to see how the implementation process, whether in accordance with technical guidelines and established. The measure of the success of the implementation of a policy is the suitability between the implementation process and the established guidelines.

Evaluation of the policy can be done at the stage of monitoring, supervision and accountability. In the context of oversight, policy evaluation should be able to provide objective information on the level of achievement of policy implementation within a certain timeframe or deviations that occur and recommendations on follow-up findings of supervisory findings.

Based on the facts, it is concluded that the handling of problems related to coastal areas is so important and urgent, it is necessary to conduct research on the evaluation of public policy contained in Law 27 of 2007. Is the existence of this law, the problems in the coastal areas and small islands that have been happening already can be overcome?

II. RESEARCH METHOD

The research was conducted at Gili Meno Water Park, Gili Air and Gili Trawangan (Gili Matra), which is administratively located in Gili Indah Village, Pemenang District, North Lombok Regency. The study used descriptive and causal methods from Langbein [4]. According to Langbein, descriptive method is more directed to the type of research process of public policy implementation. While causal method more lead to research outcome of public policy implementation. This research is done by using documentary research method and field research method. The analysis is done in two ways, namely: interpretive understanding analysis, which is used to provide arguments and / or scientific critics to interpret the research data obtained through in-depth interviews from resource persons based on the values adopted during the process of policy formulation that is running. And content analysis is used to analyze secondary data in the form of documents from the results of public consultation and minutes of the meeting when the process of public policy formulation, research results and other written information.

III. RESULT AND DISCUSSION

From the results of research identification, the findings can be found that the importance of stakeholder involvement in the policy of targeted areas the involvement of stakeholders who are actualized through the Stakeholder Coordination Forum (FKPK) of Gili Matra Marine Recreational Park, has encouraged the realization implementation of a collaborative management involving all stakeholders. Although the legitimacy is not as strong as the Regional Regulation on the Plan for Zoning of Coastal Zones and Small Islands (RZWP3K), it can accommodate the application of participatory principles and transparency in the management of coastal areas as required by law.

The Forum (FKPK) succeeded in encouraging responsiveness to address strategic issues such as rehabilitating coral reefs by relevant stakeholders; the cessation of fishing methods that destroy marine ecosystems by fishing communities themselves. High responsiveness is shown by the target groups who benefit from the policy, among others, tourism entrepreneurs because they have certainty in investing; traditional fishermen who are compensated by not catching fish at dive sites.

Although collaborative management implementation can mobilize community participation, but the existence of Local Regulations on Zoning Plan of Coastal Zone and Small Islands (RZWP3K) is still needed as a stronger legal foundation. The importance of collaborative management is necessary because it can build a common perception and equality among stakeholders. Acceleration of the drafting of the Regional Regulation concerning the Plan of Zoning of Coastal Zone and Small Islands (RZWP3K) can actually imitate the preparation of RT / RW with the assistance of the Regional Spatial Planning Coordinating Board (BKPRD). This ad hoc body was formed based on the Minister of Home Affairs Regulation No. 50 of 2009 on Guidance Coordination of Spatial Planning Area.

Public policy is essentially a decision that is intended to address a specific issue, to perform certain activities, or to achieve certain goals, which is conducted by the agency in authority in the framework of the implementation of government and development tasks.

When public policy implementation is likened to a project, success depends on the ability to manage and develop expectations in the minds of the targeted community. Stakeholders are satisfied will have a major impact on the achievement of success.

Of the involvement of social institutions such as the Fisheries Society of North Lombok (*Lembaga Masyarakat Nelayan Lombok Utara* or LMNLU), The Gili Youth Task Force (*Satuan Tugas Pemuda Gili* or SATGAS Gili), Gili Air Businessman Association (*Asosiasi Pengusaha Gili Air* (APGA), Gili Eco Trust or GET) and other institutions that participate in the sustainment of coastal resources in the Park Aquatic Gili Matra, gives an overview that stakeholders are satisfied a major supporter of a public policy. This proves that the stakeholders are satisfied will have a major impact on the

achievement of success. The existence of the group who are satisfied will be quite valuable social capital for sustainable tourism development, particularly in providing the foundation for the implementation of the management of coastal areas and islands of integrated and sustainable in the Gili Matra Marine Recreational Park.

The lack of concern for the preservation of ecosystems Gili Matra occurred in the 1990s and then, due to several factors, including lack of knowledge about the importance of ecosystems for sustainable tourism development; the occurrence of misperceptions about conservation rated to reduce living locals who depend on life as a fisherman; most stakeholders in Gili Matra is the migrant population.

The development of more intensive communication that is equal, is a pretty effective way to balance and harmonize the various interests' forum This is indeed wide open and set up very clearly in the Government Regulation (PP) No. 60 of 2007, article 18 states that:

"The Government or regional government in accordance with the authority managing marine protected areas can engage the community through a partnership between the organizational unit manager with community groups and/or indigenous peoples, non-governmental organizations, corporations, research institutes and universities".

This partnership is also stated in Article 2 letter c of Government Regulation No. 60 of 2007 mandates, the implementation of the conservation of fish resources is based on a cooperation agreement between stakeholders related to the conservation of fish resources. Articles of partnership in the regulation a legal basis for the implementation of collaborative management.

Management of marine protected areas of collaboration in the Gili Matra Marine Recreational Park has pioneered in the early 2000s, involving various parties, both horizontally and vertically. But activity is still focused on the management of partial management activities. Integration of planning has not touched the management of coastal areas and small islands as intended Law No.27 / Year 2007. Management remains important collaboration as an approach to building management pattern synergistic and effective for all parties concerned.

To increase the significance of the role of stakeholders in the management of the national conservation area the Gili Matra Marine Recreational Park, on January 11, 2013 held a Workshop on Collaborative Management Initiation of TWP Gili Matra in Senggigi. In the workshop the stakeholders are committed and agreeing to: (1) The development and empowerment; (2) Providing funding to support the implementation of programs / activities related to water conservation Gili Matra; (3) To monitor and control water conservation Gili Matra and law enforcement against offenders in Gili Matra water conservation; (4) The relevant stakeholders with the rehabilitation and preservation of the marine environment Gili Matra water conservation; (5) The stakeholders support the implementation of the Management Plan Gili Matra water conservation; (6) Developing and

implementing procedures and mechanisms for cooperation of stakeholders in terms of:

- Participatory planning; to avoid overlaps and discrepancies program.
- Implementation of integrated activities; to improve the effectiveness of the program.
- Synchronization of activities; to adjust and reinvigorate the program.
- Integrated control; to avoid any adverse impact on the implementation of the program.

In the forum of stakeholders representing government, community, business / private sector, universities and NGOs committed to encouraging the process of strengthening cooperation, through activities;

- Regular meetings.
- Coordination and dissemination of information.
- Participatory monitoring and evaluation

Workshop also agreed to develop cooperation through the establishment container Collaborative Management Coordination Forum Gili Matra Marine Recreational Park. This coordination forum, chaired by the Head of Regional Development Planning Board (Bappeda) North Lombok. Placement Head of Regional Development Planning Board (Bappeda) North Lombok as Chairman of the Stakeholder Coordination Forum (FKPK) of Gili Matra Marine Recreational Park, because it is considered a strategic planning of Coastal Zones and Small Islands (WP3K), acting as a coordinating body. Regional Development Planning Board (Bappeda) at the provincial and district / city, facilitating the implementation of the various plans that have been agreed in the Strategic Plan of Coastal Areas and Small Islands (RSWP3K) and harmonization with planning already exist, such as Medium-Term Development Plan (RPJMD) and Local Government Work Plan (RKPD).

With the implementation of collaborative management of results "Senggigi Agreement", the role of stakeholders in the management of the Park Aquatic Gili Matra getting accommodated, so as to develop participatory management, transparency and accountability in safeguarding the dual role performed by the TWP Gili Matra.

On the one hand Gili Matra is part of the Indonesian government's ambition that targets the development of Water Conservation Area (KKP) covering an area of 20 million hectares by 2020. At the same time in the Master Plan for the Acceleration and Expansion of Indonesian Economic Development (MP3EI) 2011-2025, Gili Matra became a target for the development of tourism industry in Indonesia.

IV. CONCLUSION

The issuance of the Regional Regulation on Zoning of Coastal Areas and Small Islands (RZWP3K) by the District of North Lombok remains a must, although the district has enacted regional regulation no. 9 of 2011 on Spatial and Regional Planning (RTRW) of North Lombok Regency in 2011-2031 and West Nusa Tenggara Provincial Regulation

No.2 Year 2008 on the Management of Coastal Areas and Small Islands.

Law No.27 Year 2007 on the Management of Coastal Areas and Small Islands (WP3K) requires the local government to issue a Plan for Zoning of Coastal Areas and Small Islands (RZWP3K).

This is in line with the principle of decentralization. Therefore, all stakeholders in Gili Matra should be directed to encourage the issuance of the Plan for Zoning of Coastal Areas and Small Islands (RZWP3K), as a reference and legal basis for the direction of resource use Coastal Areas and Small Islands (WP3K) in provinces and districts/cities.

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