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STAKEHOLDERS ANALYSIS: MANAGING COASTAL POLICY IMPLEMENTATION IN REMBANG DISTRICT

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Abstract

Karimunjawa is one of archipelagoes in Indonesia, which is rich in natural resources. Although it has been a policy as a national park area, there are still severe environmental degradations. This study aims to analyze how sustainable development based on ecological, economic and social are implemented in Karimunjawa archipelago; and to analyze several alternative development policies in order to select the most appropriate policy that can be recommended to the government, considering that sustainability is maintained in Karimunjawa archipelago; also to make strategy for implementation. The method used to analyze policy alternatives is by Multi Criteria Decision Making (MCDM). This method is a kind of policy analysis techniques which accommodates a variety of criteria. In this study, the criteria used are ecological, economic, and social dimensions. SWOT analysis is used to obtain an implementation strategy.

The results showed that the development of the Karimunjawa archipelago when it is analyzed from the social and economic dimensions, it showed that the economic and social growth in Karimunjawa archipelago could be perceived by the public. In contrast, from ecological dimension, it is showed that the ecological condition is in severe environmental degradation. There are several potential alternative development policies to be developed in Karimunjawa, namely: the development of tourism, economic development efforts based on the potential of local

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communities, and traditional marine fisheries development. From the results of the MCDM analysis, it shows that the economic development efforts of communities based on local potential is in the top priority for development policies. SWOT analysis is obtained in the form of policy strategies for the empowerment of local communities for business development with mentoring and coaching.

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Key words : Sustainable Development, Policy Analysis, Policy Alternative

1. Introduction

The state of coastal areas in Indonesia can be regarded as a paradox, that many coastal communities have rich natural resources but its people are poor. this happens because the formal institutions are not able to promote the management of natural resources effectively for the welfare of the people through their policy [1]. The role of government is necessary to create and implement an appropriate policy [2] [3] [4]. Noting the importance of coastal areas as the development resource and the nature of its vulnerability on the various development activities, it needs the right policy for coastal areas to regulate the utilization of existing resources in order to provide purposeful use, efficient use and enable it to achieve the goals of the development [5].

The Indonesian government has made a policy on the management of coastal areas, stipulated in Law No. 27 Year 2007 about Management of Coastal Area and Small Islands. However, regulation/policy must either be accompanied by good implementation efforts also [6] [7] [8] [21].

Rembang district is one of regencies in Central Java which has coastal and marine areas are quite spacious, with long beaches \pm 65 Km. The potential of fishery products is very abundant, especially marine fisheries sector. However, capture fisheries production in recent years has decreased. This is due to the impact of damage to coral reefs and environmental degradation that occurs along the coastal in Rembang district . Eighty percent of coral reefs have been damaged in Rembang. As a result of damage to coral reefs was very severe, resulting in a difficult fish to breed Another problem is the reduction in mangrove area in Rembang [9].

Various development activities carried out in the coastal districts Rembang, including industrial activities, residential, agriculture, aquaculture, fishing port, tourism, mining, power generation, and conservation of natural resources. Each of these activities may not necessarily mutually beneficial, even it can harm each other mutually. Thus, coastal areas in Rembang district beside to the "center of activity" can also be a "center of conflict or clash" between the interests of one sector to another. Hence the need for regulation by the Government for the benefit of coastal zone management in order to effectively management to achieve sustainable development.

Stakeholder analysis is a systematic method for obtaining and analyzing stakeholders (individuals, groups and organizations). in neat arrangement to identify key stakeholders and actors in a system, to assess the level of respective interest/concern, and to estimate the potential to influence policy implementation [10][11]. Considering the complexity of stakeholders in managing coastal areas policy, stakeholder analysis as presented is very helpful to promote the result of coastal management policies to be more effective.

Stakeholders are all parties whose interests are affected by the impact, both positive and negative, which is caused by a policy. Broadly speaking, stakeholders can be divided into three groups, namely: 1) main stakeholders, namely those who receive a positive or negative impact (beyond the willingness) of an activity. 2) Supporting stakeholders, those who mediate in helping the the process of implementing the activity. They can be classified as the funders, implementers, regulators, and advocacy organizations; such as governmental organizations, NGOs, and the private sectors. In some activities, supporting stakeholders can be key individual or group who has both formal and informal interests. 3) Key stakeholders, those whose strong or significant effect related to the problems, needs, and attention to the continuity of the activity [12].

Development of a model of the degree of participation of stakeholders at the local/regional government level. This participation model refers to two main points, namely the level and form of participation of certain stakeholders in the stage of public policy process. Various studies show that participation is related to the quality of a project [13], and later it is also found a connection between participation and the efficiency rate and also the

practice of good governance. The level of better participation will help the decision maker to obtain better information, to improve institutional efficiency as well as to establish good governance [14]. Another benefit of participatory mechanisms are 1) to produce a policy that fits our needs 2) to maximize the commitment to achieve the goal, 3) to minimize the cost of implementation, 4) to reduce the risk of failure.

Stakeholders analysis has 6 stages of process. First, identify the purposes of stakeholder analysis; second, identify the principle of stakeholder analysis; third, collect and record the data of stakeholders analysis; fourth, identify the patterns and contexts of interaction among stakeholders; fifth, investigate stakeholders that have the three key attributes: power, interest and influence as the classification of stakeholders. Finally, explain the policy alternatives and the use of stakeholders' information [15].

The various levels of stakeholders from the three key attributes, namely: power, interest (attention) and influence [15]. Power is operationally defined as the combination of several sources of authority and legality of a policy process as well as its capacity to access and mobilize resources for the formulation and implementation of a policy. Power comes from five key sources: 1) relevant legal authority for decision-making and implementation, including rules and laws; 2) having up to date information to strive the interests of consumers; 3) having particular expertise in consumer protection based on not only the consumer law but also the consumer policy, planning and management; 4) take over the costs and resources to support the activities and 5) the ability to mobilize the masses to change the policy. Interest is interpreted as the degree on which stakeholders demand all the attention in the policy process. Influence refers to the ability by which stakeholders can convince people to carry out the policy planned.

Based on the combination of these three key attributes (power, interest, and influence), stakeholders were analyzed by making typology classification (see Figure 1). In the theory of stakeholders, each stakeholder has at least one of the three characteristics, and the relative importance of stakeholders is determined based on the specific compound of these attributes. Stakeholders whose three attributes is called "definitive stakeholders" or key actors. Stakeholders expected are those who keep 2 (two) attributes, which are defined as "dominant stakeholders" (power and influence), dangerous stakeholders (power and interest) and dependent stakeholders (interest and influence) subgroups. Three categories of stakeholders which is hidden in the process has only one characteristic: dormant stakeholders (power), discretionary stakeholders (influence) and demanding stakeholders (interest). Stakeholders without attributes are categorized as non stakeholders. Thus, no analysis is needed.

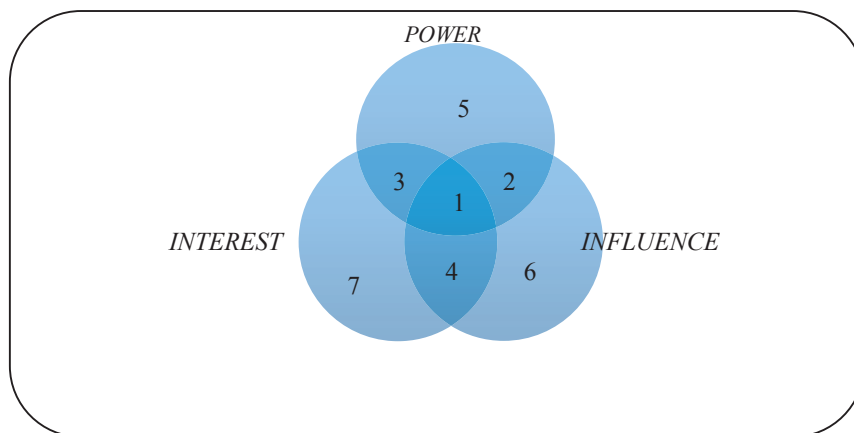


Figure 1: Tipologi Stakeholders based on the key attributes (Ondee and Pannarunothai, 2008)

Description :

1. Definitive stakeholder
Expectant stakeholder
2. Dominant stakeholder

- Latent stakeholder**
6. Discretionary stakeholder
 7. Demanding stakeholder

3. Dangerous stakeholder
4. Dependent stakeholder
5. Dormant stakeholder

Thus, the aims of this research are: 1) to identify and describe the stakeholders in the implementation of coastal management policy in Rembang Regency; 2) to analyze the role of stakeholders in coastal management policy in Rembang Regency; 3) Recommend efforts to better engage stakeholders in the management of coastal areas in Rembang Regency.

2. Research Methods

This research is based on qualitative research. The research is referred to as naturalistic inquiry. Qualitative research describes a set of processes and techniques of non-statistical inquiry in discussing the phenomenon. Trustworthiness involves establishing: credibility, transferability, dependability and confirmability [16].

The locus of this research is Rembang district, Central Java Province, Indonesia. Rembang district is a regency located on the northern coast of Java island. It is a suburb area in Central Java. There are 6 sub districts located on the seaside, they are Kaliori, Rembang, Lasem, Sluke, Kragan and Sarang . The coast length in those 6 (six) sub districts is 60 Km.

Informant is the source of information in this study, in which the initial informants are derived from the Department of Marine and Fisheries and Regional Development Planning Board. Then the researcher used “snowball sampling” technique, i.e. informants are chosen in rotation to show the degree of the saturation of information. In addition to the informants, the data are obtained from the relevant documents.

The researchers analyzed the data referring to the steps which consists of three phases: data reduction, data display and conclusion drawing or verification [17].

3. Research Results

3.1. Identification of Stakeholders

Stakeholders identification in the management of coastal areas in Rembang district is based on the Organization and Working Procedure of Regional Official in Rembang District, which is set in the Local Government Regulation No. 12 year 2008. It describes the duties and functions of each Regional Official involved in the planning, implementation, monitoring and evaluation of the Strategic Plan for Coastal Areas and Small Islands of Rembang Regency. When referring to these regulations, almost all the local agencies participating in the implementation of coastal zone management. Local agencies related to the implementation of coastal zone management are:

1. Agencies in the district, consisting of:

- a. Marine and Fisheries Agencies
- b. Education Agencies
- c. Health Agencies
- d. Transportation, Communication and Information Agencies
- e. Population and Civil Registration Agencies
- f. Social, work force and Transmigration Agencies
- g. Agriculture and Forestry Agencies
- h. Marine and Fisheries Agencies
- i. Agencies of Industry, Trade, Cooperatives, and Micro, Small and Medium business
- j. Energy and Mineral Resources Agencies
- k. Public Works Agencies
- l. Office of Regency Revenue, Finance and Asset Management

2. Technical Institutions in the District, consisting of:

- a. Regional Development Planning Board
- b. Inspectorate
- c. Regional Employment Board
- d. Agency for Community Empowerment, Women and Family Planning
- e. Office of National Unity, Politics and Public Protection
- f. Environment Office
- g. Office of Library and Archives

3. Municipal police

4. Office of Integrated Licensing Service

5. Sub Districts

6. Villages

However, of all the agencies above do not have direct role in coastal management policy in Rembang Regency. There are certain agencies which are identified as merely aware of the development of coastal areas management.

Aside from government agencies, stakeholders related to coastal zone management in Rembang is represented by a group of fishermen community and the private sector in this case is the CV Anora Soka. Then the other stakeholders is Parliament, because some coastal zone management policy depends on the approval of Parliament. So, the legislature has a very important role for coastal management policies can be performed.

Based on this fact, the analysis results of the research showed:

- 1) The main stakeholders in the coastal areas management policy in Rembang District is all regency Offices/agencies, all Regency Technical Institutions, municipal police, Office of Integrated Licensing Service, SubDistricts and Villages as well as the community/people.
- 2) Supporting Stakeholders are all intermediaries who help the policy process. They can be classified as the funders, implementers, regulator/supervisor, and advocacy organizations such as government organizations, Non-Government Organizations (NGOs), and the private sector. Based on the stakeholders analysis, it is revealed that Supporting Stakeholders consist of: a) Regency Development Planning Board ;b) Marine and Fisheries Agencies c) Office of Culture, Tourism, Youth and Sports d) Environmental Agencies e) Office of Industry, Trade, Cooperatives and Micro, Small and Medium business f) Transportation, Communication and Information Office g) Regency Parliament (DPRD) h) Private (CV Anora Soka) i) Community Based Group
- 3) Key Stakeholders who have strong or important influence in relation to the problems, needs, and attention to the coastal areas management policy is Marine and Fisheries Agencies of Rembang District.

3.2 *The Role of stakeholders*

Marine and Fisheries Agencies of Rembang Regency is governmental institution that has an important role in the management of coastal resources in Rembang Regency. Marine and Fisheries Office has arranged Strategic Plan of Coastal and Small Islands Management in Rembang Regency. Similarly, at the initiative of this Office, Rembang Regency has legitimized this regulation on the Management of Coastal and Small Islands in Rembang Regency in 2007.

Regional Development Planning Board of Rembang district are planners elements of the regional government/regency administration, headed by a Head of the Agency under and responsible to the Regents through the Regency Secretary. Regional Development Planning Board is headed by a Chief who has the task of leading, coordinating and monitoring, evaluating and implementing the activities of the board. In order of coastal zone management policy, Regional Development Planning Board has significant role in coordination function among stakeholders. Although the leading sector of this policy is *Dinlutkan* (Marine and Fisheries Office), but Regional Development Planning Board has very important role when it is necessary to uniting stakeholders in a meeting for planning the program.

The agencies of culture and tourism is an affiliation of culture, tourism and sport sectors. Thus, for the implementation of coastal management which are highly related is culture and tourism. While the Transportation

Office's role in the management of coastal areas is primarily on the provision of marine transportation facilities, including signs that set the path to dock the fishing boats.

Private sector or company which is intensely involved in coastal areas management in Rembang District is CV Annora Soka, to manage The Beach Recreation Park. Given tourism has good prospects, to accelerate its development required a third party (investor) to help finance the development plan, and the arrangement of these attractions. set forth in the partnership agreement is to use a system Build-Transfer-Operate (BTO). It is a leading tourist spot in Rembang District, which is now referred to as "Dampo Awang Beach TRP Kartini". Since June 2009 these tourist object is managed by "CV. Annora Soka".

The community has also an important role. For the benefit of coastal management the community has formed Monitoring Group from the Society, which has a role in monitoring the cleanliness of beaches, mangroves and coral reef preservation. From the description of the role of the community can be seen that the community in the management of coastal areas can provide a positive value in the form of maintenance of the coastal environment, but also as a destroyer of the coastal environment. Therefore, efforts to maintain public awareness of the importance of the coastal environment needs to be done so that the future does not decrease the quality of coastal resources that will harm future generations.

While the Local Legislative (Parliament) in the implementation of coastal management has following authority and functions: (1) Jointly arrange and establish regency regulations ;(2) Jointly arrange and establish the budget, and (3) Conduct supervision

3.3 Recommend Efforts to Better Engage Stakeholders

1. Regional Development Planning Board as the leading sector in coordination needs to be make stronger relationship with the Marine and Fisheries office, since this office is the key stakeholders in coastal area management, especially in facilitating the Marine and fishery Office it requires coordination with other stakeholders.
2. Reminded the Parliament of the very important role in the development of coastal areas

4. Discussion

The complexity of coastal development in Rembang District causes a lot of interests involved, so that stakeholders in the management of coastal areas are also very complex. Broadly speaking, the identification of stakeholders can be divided into three groups, namely: 1) main stakeholders, that receives positive or negative impact (beyond the willingness) of an activity. 2) supporting stakeholders, that mediates in helping the process of delivering the activities. They can be classified as the funders, implementers, regulator, and advocacy organizations such as government organizations, Non-Governmental Organization (NGOs), and the private sectors. In some activities, stakeholders can support an individual or key group who has both formal and informal interest. 3) key stakeholders, whose the strong or significant effect related to the problems, needs, and attention to the continuity of activities [11] [18].

Many stakeholders involved in coastal areas management policy in Rembang District, which each of them has different roles. Of those various stakeholders, it is known that Marine and Fisheries Agencies is the most responsible stakeholders in coastal areas management policy framework [15]. Thus, Marine and Fisheries Agencies can be categorized as Definitive stakeholders because it has the three key attributes: power, interest (attention) and influence. Power is derived from 5 key sources: 1) relevant legal authority for decision-making and implementation, including rules and laws; 2) having up to date information to strive the interests of consumers; 3) having particular expertise in consumer protection based on not only the consumer law but also the consumer policy, planning and management; 4) take over the costs and resources to support the activities and 5) the ability to mobilize the masses to change the policy. Has Interest, which is interpreted as the degree on which stakeholders demand all the attention in the policy process. in addition, it has Influence which refers to the ability by which stakeholders can convince people to carry out the policy planned.

Regional Development Planning Board, based on Stakeholders typology is included as Dominant stakeholders, since it has two attributes, i.e. power and influence [15]. However, Development Planning Board to date information to strive the public interest. Influence is the ability to convince other stakeholders to implement the planned policy,

considering Development Planning Board has the authority to coordinate the relevant offices and agencies.

Local Legislative (Parliament) can be categorized as dangerous stakeholders type, because it has power and interest. Power is sourced from the relevant legal authority for decision-making. While interest, which is interpreted as the degree to which stakeholders (Parliament) demanding all the attention in the policy process. As it is known, a legislative function are: regulator, Policy Making and Budgeting [19].

People or community in stakeholders typology is classified as demanding stakeholder (interest), since the community requires all the attention in the policy process [15] [20]. As known in the democratic policies, it will be tested how the policy accommodates the public interest or the community. Meanwhile, private parties can be regarded as discretionary stakeholders, as it has influence referring to the ability by which stakeholders can convince other people, to carry out the planned policy.

Coastal area management Requires integrated stakeholders to jointly be responsible for the continuity and the preservation of coastal resources. That the integration of stakeholders in coastal resources consists of government (central and regional/local), coastal communities, the private / investor as well as Non Governmental Organization (NGO), each of which has an interest in the use of natural resources in coastal areas [5]. The arrangement of integrated management planning requires the ability to accommodate all stakeholders interests in the construction of coastal and marine resources.

5. Closing

5.1. Conclusion

The research focused on the study of stakeholders analysis in the implementation of coastal management policy in Rembang Regency results in these following conclusions:

- 1) The result of stakeholders identification shows that stakeholders in the coastal area management policy in Rembang Regency consist of:
 - a. Main stakeholders which comprises of all regency Offices/agencies, all Regency Technical Institutions, municipal police, Office of Integrated Licensing Service, Subdistricts and Villages as well as the public/community.
 - b. Supporting stakeholders consisting of all intermediaries in helping policy process. They consist of: a) Regency Development Planning Board b) Marine and Fisheries Office c) Office of Culture, Tourism, Youth and Sports d) Environment Office e) Office of Industry, Trade, Cooperatives and Micro, Small and Medium business f) Transportation, Communication and Information Office g) Regency Parliament (DPRD) h) Private (CV Anora Soka) i) Non Governmental Group/Community Based Group
 - c. Key stakeholders whose powerful or important influence related to the problems, needs, and attention to the coastal area management policy is Marine and Fisheries Agencies.
- 2) Based on the role of stakeholders, then can be categorized as Definitive stakeholders because it has the three key attributes : power, interest (attention) and influence [15]. Bappeda is classified as Dominant stakeholders type, as it has two attributes, namely: power and influence. Regency Parliament (DPRD) is classified as dangerous stakeholders type because it has power and interest. Community is categorized as demanding stakeholder (interest), while Private can be included as discretionary stakeholders, as it has influence.
- 3) Regional Development Planning Board as the leading sector in coordination needs to be make stronger relationship with the Marine and Fisheries Agencies, since this office is the key stakeholders in coastal area management, especially in facilitating the Marine and fishery Agencies it requires coordination with other stakeholders. In addition, because Legislative (Local Parliament) has an importance in the development of coastal areas, the legislators need to be reminded of the importance of their role in the management of coastal areas in the Rembang district.

5.2 Suggestions

- 1) Considering the number of stakeholders whose interests in the management of coastal areas, the coastal area management policy requires intensive coordination activities, both sectoral coordination, coordination with the government in above level, coordination on inter-regional government and with relevant institutions.
- 2) Regional Development Planning Board as the leading sector in coordination needs to be make stronger relationship with the Marine and Fisheries Agencies, since this office is the key stakeholders in coastal area

management, especially in facilitating the Marine and fishery Agencies it requires coordination with other stakeholders

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