

Institutional Actors Role in the Pillar Regulative Spatial Policy Implementation in District Wangi-Wangi Wakatobi

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Abstract- The study aims to determine how the role of institutional actors concerning regulative system in the process of policy implementation of spatial Wangi-Wangi Wakatobi. This study was conducted in Wangi-Wangi of Wakatobi with case studies Sombu and Coastal Protected Forest (indigenous forest and protected forest land motika Matahora), this study used a qualitative approach with case study design. The main data sources are the actions of the actor/implementers spatial policy in the context of its work. Author retrieve data through interviews, observation and document study then presents a report using narrative text and tables. The results showed that the actor is the parties who have a particular interest in the system and/or who have some ability to influence the system, either directly or indirectly. The role of actors concerning the system of regulative can be seen from the perspective of Marine and Fisheries who viewed coast Sombu as local fishing harbor and ice factory, while the Department of Tourism and Culture saw it as a zone designation tourist attraction sea especially for diving and snorkeling. Office via DPA each budgeted programs and activities in order to optimize the achievement of goals intended to involve formal and informal organizations (NGOs and Indigenous Institutional).

Index Terms- Public Policy, Public Policy, Institutional Actors

I. INTRODUCTION

Decentralization gave ample opportunity to the local government in the countries are to adopt and implement the appropriate policies area. Side of preferences, the area has problems with "implementation capacity" so that the implementation of policies rarely achieve the expected outcomes. This is compounded by the character of implementation a complex policy, namely "multi-level and multi-locus", which tends to create competition and conflict between an actor y g involved in the process.

The way this new explanation of the process of public policy implementation in developing countries tend to converge on institutional factors. Institutional defined as a social structure that contains elements of symbolic, social activities, and material resources. Institutional has three pillars, namely the system of regulative, normative system, and cultural-cognitive system (Scott, 2001: 49)[1].

Analytical framework of Scott (2001: 77)[1] states that the three pillars are embedded in the four types of institutions

(institutional carriers) namely: system symbol, system Relational, it as routine (habit), and artifacts. Among the four types of institutional spreader, this study focuses on relational systems based on system roles. In the pillar regulative, institutional actors are expected to show the entire structure of governance that is the formulation of priorities, coordination, control and accountability, the implementation of which refers to standard operating procedures. In the normative pillar institutional actors are expected to show a bureaucratic authority system according to professional standards, details of responsibility and moral obligation. In cognitive-cultural pillar, institutional actors are expected to be able to create and develop the organizational structure of a general nature or develop structural identity that is unique.

The role of institutional actors in the implementation of spatial policy in the City of Wangi-Wangi Wakatobi according to the author can be explained using employment pillar-pillar framework and institutional spreader (institutional pillars and carriers) from Scott (2001: 51-57)[1]. Judging from the regulatory system, the spatial policy implementers are required to behave in harmony with a number of provisions in laws, government regulations, local regulations, and the regulation of regional heads. Judging from the normative system, the spatial policy implementers are required to be capable formulate program objectives-oriented public interest; make the details of responsibility and liability; provide and adhere to standard operating procedures in the implementation of the responsibilities and obligations, as well as provide and achieve the maximum performance standards. Judging from the cultural-cognitive system, the spatial policy implementers are required to have the ability to define and classifying the interests of society; submit those interests in a formal forum; negotiate the proposal with the various parties involved in the forum; and the interests of the wider community through budget support and the implementation of concrete actions were structured.

Based on the theoretical background and empirical phenomena described above, the authors tried to describe and analyze the institutional role of actors concerning the stem regulative in the process of policy implementation spatial-Wangi Wangi City Wakatobi.

II. REVIEW OF LITERATURE

A. Public Policy and Implementation Studies

Recent studies public policy is characterized by at least three of the following characteristics: problem-oriented (problem-oriented); multi-disciplinary, the intellectual and practical approach that is multidisciplinary; and normative or value-oriented (DeLeon & Vogenbeck, 2007: 4-5)[2].

Public policy involves the key role of public actors, but not exclusive (Hill & Hupe, 2002: 4)[3]. In a democratic society, public policy reflect the collective aspirations of the political community, and is generally formulated in the name of public interest. This means that what is contained in public policy is a consensus about what constitutes the public interest (Levin-Waldman (2009: 519)[4]. Individuals in the private sector also affects public policy (McKinney & Howard, 1998: 89)[5].

Based on the above opinion can be concluded that public policy is a statement of the patterns of action or inaction of government officials based on regulation or legislation in order to solve public problems. Public policy can follow directly by the government or through government agencies. The implications of the definition of public policy mentioned above is that the goal-oriented public policy or always purposeful, deliberate public policy is made by government officials and intended to respond to the problems perceived by the public, and can be either action or inaction.

B. Role of Actors in the Implementation System

Dynes (1986: 1-2)[6] explains that when first introduced, the term refers to the role of "the behavior associated with the position." meaning further in relation to the role of the actor Hanberger (2001: 45)[7] states that public policy in developing general in the context of multi-actor. Cahn (2012: 203)[8] states that public policy is a result of the processes of institutional influenced by actors non-institutional. Scharpf in Pancaldi (2012: 4)[9] states that the outputs of public policy is the outcome of interactions between actors that have a specific purpose.

Based on the above concluded that the public policy process involves many actors. Actors can come from within the government (*state actors*), the formal actors in the executive and legislative branches, as well as from outside the government (*non-state actors*), the interest groups. Actors outside government (*non-state actors*) are often not directly involved in the filing and determination of policy choices but it provides incentives and constraints that influence the behavior of *state actors*. Judging from the strength of its contribution to achieving the objectives of the public, the actors in the policy process can be a player, subject, context providers, and cheerleaders.

C. Institutional Theory in Public Administration

1. Institutional Concept

Institutional in this study is defined as a social structure that contains elements of symbolic, social activities, and material resources. This definition refers to Scott (2001: 49)[1]. Institutional is a social structure because it includes social order pattern, ie, regulations, norms, and cognitive-cultural. This social order limit and regulate behavior; filed a prescription, evaluation and social obligations; and conceptions of the nature of social reality and a framework to interpret that reality. Institutional is a social activity, the activity of the actors in producing and reproducing these elements. Rule, norms and the meaning of it

all appeared in social interaction and modified through social behavior. Institutional include resources due to streamlining the social structure he needs to be fortified with resources and legitimacy as well as authorization for their use.

2. Institutional Analytical Model of Richard Scott: Pillar-pillar and Institutional Spreader

Pillar-pillar framework and spreader institutional Scott (2001)[1] categorize special pillar-pillar institutions that have a big effect on the stabilization and meaning of the social structures. Framework intended to enter two-dimensional traditional institutions (*old institutionalism*), the regulatory and normative dimension, as well as a new institutional dimensions (*new institutionalism*), namely the cultural dimension of cognitive.

Pillar regulative function to restrict and regulate social behavior. Regulatory processes include the determination of activity rules, monitoring, and sanctioning. **Pillar regulative** marked with the laws, rules, regulations, and standard operating procedures are intended to influence the behavior (Scott, 2001: 51-53)[1]. **Pillar normative** refers to rules which introduce normative prescription, evaluation, and bonds (obligations) actors in social life. This normative system includes the values and norms. Value refers to the conception of what is the most preferred or desirable. **Pillar** pointed to the creation of **cognitive-cultural** identity of individuals and groups as well as the meaning of the work of the participants in a given environment (Scott, 2001: 56-58)[1].

Scott (2001: 77)[1] states that the three institutional pillars, namely regulative, normative, and cultural-cognitive embedded in various types of institutional spreaders. Scott spreader identifies four types of institutions, namely: symbolic systems, relational systems, routines (habits), and artifacts. This relational system rests on a system role. With the intended role of the system is patterned expectations associated with social positions. This role gives the system limitations but also reinforce the behavior of social actors. The rules and belief systems formalized in positions and roles are different. This relational fabric can be held together in many organizations so as to form a structural isomorphism (similarity of structural forms) in many organizations, or a structural equivalence (similarity relationship between the structural forms). However, the relational structure can also take a particular form in a particular organization so as to form the unique character of the structure within the organization.

III. RESEARCH METHODS

This study will use qualitative approach to Investigate the role of institutional actors in the implementation of governance policies of space. Design be used in this research is the case. Data studies were analyzed to obtain thematic categories that can answer the problem of research. The author uses qualitative descriptive analysis procedures interactive models as proposed by Miles and Huberman (1994: 10-12)[10]. This interactive model includes the analysis of data from *before* the data collection phase, *during the* process of data collection and

analysis while early, and *after* the end of the data collection phase.

IV. RESULTS AND DISCUSSION

In this study the role of the actor in a pillar regulative, focused on the implementation of the activities of *governance* that includes how they formulate decisions about social priorities, how to coordinate the various interests involved, how to exercise control over its implementation by applying rewards and sanctions, and how they show accountability of their actions and decisions to the public, as well as compliance with standard operating procedures. Scott (2001: 51-57)[1].

a). How formulation of priorities made

Sea coast Sombu rich in biological resources under the sea (*biodiversity*) in the direction of spatial utilization is primarily a zone designation tourist attraction sea especially for *diving* and *snorkeling*. Today most of the area concerned has shifted its allocation to *the ice factory* and *Cold Storage* and harbor fisheries.

Differences interest in seeing the allotment of coastal Sombu the more pointed because of the emergence of local government policies that support the development of the power plant in the village Sombu by offering harbor "*dispute*" between the Department of Tourism and Culture with the Department of Fisheries and Maritime Affairs as the port of loading and unloading of coal that will fuel the power plant.

Consideration of Tourism and Culture Wakatobi develop coastal Sombu *First* this area has the potential of biodiversity (byodiversitas take coastal marine) *Secondly*, there are zoning Marine Protected Areas (MPAs) ± 200 ha as the initiation of environmental groups local communities group name "Nusa Sombu". *Third*, the proposed actors services tourism businesses and environmental NGOs in Development Planning Meeting, both the village level mapun districts that agencies develop programs and activities that the overarching aim to maintain the underwater ecosystem Sombu. *Fourth*, the Department of Tourism and Culture guided by the directives Layout Plan Wakatobi space (RTRW) that coastal zone designation Sombu included in the tourist area of the sea, especially for *diving* and *snorkeling*

Consideration of the Department of Fisheries and Marine Wakatobi in seeing the development of coastal Sombu:

1. RTRW landing on development plans Fish Landing Sites (TPI), Nusantara Fishery Port, *Cold Storage*, and fisherman village in each district.
2. *Factory Ice and Cold Storage and Port Fishing* has existed since 2008 in coastal Sombu
3. Support power of PLN
4. Proposed actors fisheries through Development Planning Meeting, services at the village level to the district.

The findings of the authors in this case is one of the activities carried out by the Department of Tourism and Maritime not through such mechanisms as stipulated in Law No. 25 of 2004 on National Development Planning. Regardless of the outcomes of activities that bring a positive impact on society, the

birth of the activity is not through proper mechanism. Local governments have to find the right solution how to capture the aspirations of members of the legislature/parliament so that the proposals of their constituents through a mechanism that has been regulated by law.

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b). How to coordinate the various interests covered

Department of Fisheries and Marine Resources in town a the position of confusion, if continued operation of the harbor and ice factory as original intention then it would clash with the tourism development plans, if not proceed regions will lose money due to the abandonment of the buildings that are already established. In this case illustrated how the two agencies to formulate a different decision regarding social priorities right thing to do in the coastal Sombu.

Differences in priorities makes these two offices need to coordinate the various interests are included in the planning of programs and activities each with actors who benefit from this policy and will look for solutions amid much as possible meet the expectations of both parties.

According to the author interviews with several sources who attended the meeting said that the meeting would revive their kinship ties and the spirit of unity that used / old people they hold as a philosophy of life in the social interaction in the community.

The tradition among others:

1. *Mawaka* or *poawa-Awai*, which means that all the activities of life are related to public interest or which involve a lot of people, not least the ongoing life at sea, must be taken with deliberation.
2. *Gau Satoto*, which means the union of feelings, thoughts, words, and deeds in a single unified whole. This means showing the principle of constancy and firmness establishment attitude and honesty are very high.

The forum resulted in points of agreement as follows :

1. Fishing boats that will dock at the port Sombu should only left his boat in the harbor area (areas that are not living coral reef);
2. Ships banned throw garbage in either the port area of plastic waste and residual materials machinery lubricants;
3. Diving and snorkling business operators may only perform activities of loading and unloading activities while being silent, time is conditioned;
4. Business operators Diving / Snorkeling, ice plant manager perpetrators fisheries services and village governments shall together maintain cleanliness, security and order factory area;

5. EIA study will be done to see how far the impact of special coal port development;
6. For anyone who violates this agreement both individual and group will be followed up criminal and civil;
7. This agreement will be followed back if there is a mistake in it.

The conclusion that the author can take from the above presentation is that the coordination of the various interests performed by actors (stakeholders) with diverse interests able turns giving influence or enrich purpose of the policy that was created Earlier. As the Enserink et al. (2010: 80) the actor as a social entity, individual or organization, able to give effect to a decision. In other words, the actors are Reviews those who have a particular interest in the stem and / or who have some ability to influence the system, either directly or indirectly. Enserink further stated that the use of the term "actor" is exchanged with "stakeholders". The coordination is also described how the role of traditional institutions in reconciling differences in perception between state actors and non-state actors in conflict. Role as a mediator capable of playing well is because people who become members of the institution are those who in everyday interactions is considered still to have integrity. That role still played at the level of control of the implementation of ongoing programs and activities.

This conflict also opened the eyes of all parties that the planning is very good technically would not be of much use if it is not implemented. Many organizations tend to devote so much time, money and effort to develop a good plan, so it tends to regard the implementation as a secondary thing to think about later, when the change takes place through implementation and evaluation, not through the plan. A plan is not perfect technically, but it is implemented properly will be more successful than a perfect plan that never practiced beyond what is written or typed on a piece of paper.

c). How to exercise control over its implementation

A great destination (*out comes*), which became the meeting point between the Department of Tourism and Culture with the Department of Fisheries and Marine Resources in the implementation of programs and activities in SKPD each is how coastal use Sombu can improve the welfare of society both tourism businesses, businesses fisheries and population Sombu in the region itself.

Benefits (Outcomes), which is expected to be achieved from the internship activities and plant operations assistance is increasing public welfare around the ice plant operation or maintenance of the sustainability of marine resources. The operation of the port and ice plants can serve the needs of fishermen, fishing businesses and can generate local revenues. Preservation of coastal and marine areas Sombu benefit businesses submarine tour, meet the needs of tourists as well as being a source of revenue for local communities.

Factory Ice and Cold Storage can operate properly if the security infrastructure plants awake besides the activities of loading and unloading of fishing vessels do not damage the coral reef ecosystems around the port is also businesses ships do not pollute the sea area to dispose of waste both household waste and residual fuels, Control of all that is done jointly by the managers

of the factory (the service), business tourism, business and community economic and tourism lovers snorkeling dive. Violation of all the good done by individuals and groups will be reported to the authorities.

In addition to the control carried out by law enforcement officials, there is also done olek groups / non-state actors (NGOs), they managed to mobilize citizens for their own interest form and map the area / region into a sea of fishing activities of citizens. This area should they keep to the survival of their children and future generations. This area is called zoning Marine Protected Areas (MPAs) covering an area of ± 200 ha, Marine areas are included in this area are required to be preserved, and adhere to the rights and obligations that have been agreed. Rights of fishing communities, among others, by not using equipment or tools/methods that have an impact on the marine ecosystem damage. Obligations include preserving the marine ecosystem by engaging in conservation and restoration of marine life and do not perform activities destruction of marine life. Furthermore, the residents formed a group in charge of monitoring and evaluating the DPL, the group called "Nusa Sombu".

There was also the involvement of traditional institutions that provide the label "kaombo" in places that became the center of the reef. The values of local wisdom "Kaombo" means maintaining the natural environment for the common good, "*Ara ufila imawi fired nabawae sabaane nanei futahuu, Ara nufila difutahuu coals nubawae sabaane nanei numawi*". If the sea should not take all the proceeds of the land otherwise if kedarat also do not take all of the contents of the sea. This wisdom me n reflect the understanding that the heritage values of the precursor to the development of environmentally sustainable and maintain the carrying capacity of the region.

Society is caught in violation of DPL and the "kaombo" in addition to reported kepolisi will also be given social sanction by the traditional institutions, the level of sanction varies according to the level of guilt, of given warning to not cared for a celebration of family, for example circumcision or marriage. These penalties proved enough effective with no reports of fish bombing activities or fishing gears dipesisir Sombu large community.

d. How to demonstrate the accountability of the actions and decisions to the public

Disclosure of information in the present era has become a necessity, no information escapes the public monitoring, as well as coastal zone management Sombu. For example apprenticeship *supporting staff ice plants and cold storage*, this kind of information about the requirements and quotas dibutuh easily obtained / obtained at the office of the Department of Fisheries and Marine Resources.

Residents can also see the physical work arrangement parking areas and the rehabilitation of the pier because the agency requires the contractor and planning to make project information boards around the project area. Business tourism dives are also encouraged to empower citizens around both premises by hiring a boat as well as providing logistics / needs of the residents.

The conclusion from this section is that when the policy implemented by opening a faucet profuse information /

transparency settlement of the issue carried out by actors in the policy will facilitate the completion of the following problems. As Cahn (2012: 199) states that policy actors are individuals and groups, both formal and informal, are trying to influence the formation and implementation of policies. In the context of real, public policy can be understood as a public solutions implemented in an attempt to solve public problems that will appear next.

V. CONCLUSION

Based on the results of research and discussion that has been done on the Role of Institutional Actors in the Implementation of Spatial Policy In Wangi-Wangi concerns the *regulatory system* in the process of policy implementation spatial-Wangi Wangi City Wakatobi *governance* consists of the following activities :

1. How to formulate a social priority. At this stage, the activities of the Department of Tourism and Culture is not through planning mechanisms as required by the Act - Act No. 25 of 2004 which Sombu pier rehabilitation.
2. Coordination of the various interests performed by actors (stakeholders) with diverse interests were able to provide enriching effect or purpose of the policy that was created earlier.
3. Control over the implementation of the policies carried out by applying rewards and sanctions. Any control carried out by the Department of Fisheries and Marine Resources and the Department of Tourism and Culture in the implementation of spatial planning in coastal Sombu by applying supervision tiered ie in addition to involving the organization formal (police, military and Pol PP) also involve non-formal / ie non-governmental organizations and traditional institutions.
4. How do they demonstrate the accountability of their actions and decisions to the public. This stage is marked when the policy implemented by the disclosure. Therefore, the public policy process involves many actors. Actors can come from within the government (state actors), the formal actors in the executive and legislative branches, as well as from outside the government (non-state actors), the interest groups. Actors outside government (non-state actors) are often not directly involved in the filing and determination of

policy choices but it provides incentives and constraints that influence the behavior of state actors.

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