

Reconfiguration of Coastal Settlement Policy in Blue Economy Paradigm: Discourses and Practices in Bintan Island, Indonesia

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Abstract. The blue economy paradigm promotes sustainable economic growth by linking social equality, poverty reduction and marine conservation. Bintan Island, a designated Special Economic Zone (SEZ), has faced a challenge in accommodating economic growth and social equality for indigenous people living in coastal settlements. Providing settlement permits and recognition of property rights must consider the sustainability of coastal areas and spatial allocations along the coast of Bintan Island. Policy changes and policy networks in implementing coastal settlement policy become the theoretical framework in this study. Drawing on discourse analysis, key-informant interviews across scales, and secondary data in the regulations, we examine the meanings and practices of the reconfiguration of Coastal Settlement Policy in Blue Economy Paradigm. Policy networks perform in implementing coastal settlement policy to provide legalisation of assets as a form of social equity in the blue economy paradigm. The initiative of the regional head also followed the establishment of Bintan as an SEZ by strengthening the coastal settlement certification programme. However, within the framework of the policy network, the intergovernmental relationship that works in this policy needs strengthening from other networks.

1 Introduction

The research on coastal settlements studied so far is about their existence being affected by climate change, urban pressure, erosion processes, and floods due to rising sea levels [1]. Settlement on community-owned water that need government asset legalization are the coastal settlement that are the focus of this study. On the other hand, using marine resources, including coastal areas, is known as the blue economy paradigm [2–4]. Utilizing sustainable marine resources while taking social justice into consideration and giving people the opportunity to own assets along the coast is a problem for the blue economy paradigm. However, advancing sustainable marine and coastal governance to encourage economic growth through the Blue economy and its implementation is still in doubt due to the nature of the talks [5]. However, a policy network is a collection of official, institutional, and informal ties between governmental and other social actors that are organized around common, if constantly disputed, values and interests in the formulation and application of public policy [6,7]. Therefore, the purpose of this study is to investigate policy networks that strive to put into practice the blue economy paradigm, which links

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poverty alleviation, social equity, and marine conservation to promote sustainable economic growth.

As an area that is included in conservation under the blue economy paradigm, settlements and the coast cannot be separated in this study. A region with a great environment and potential for human life sustainability is the coast. It is commonly acknowledged as a crucial component of the biosphere, which is home to a variety of natural resources and processes. [8]. Coastal ecosystems are among the most productive in the world due to their rich cultural diversity and resources [9]. Although coastal locations have great potential, their ecosystem may be threatened by development and exploitation. Human activity and communities are concentrated around beaches and estuaries worldwide due to the abundance and diversity of resources found in coastal locations [8]. The beaches that are part of the coastal region are becoming increasingly developed and densely populated, where about 10% of the world's population, and 13% of the world's urban population, now live in LECZ [10]. One of the world's most troubled areas is the coastline zone. The sustainability of the coastal environment is impacted by pollution, eutrophication, industry, urbanization, land reclamation, agricultural production, overfishing, and ongoing exploitation. [8].

Problems in coastal areas concern many archipelagic countries, including Indonesia. For centuries, it has been at a crossroads of trade, with its geostrategically located strait forming the largest island nation in the world in terms of population and island area (more than 17,500). It has the largest marine biodiversity of any region [11]. As a matter of course, Indonesia needs to manage, utilize, and develop its coastal areas wisely. However, problems in Indonesia's coastal areas are increasingly inevitable. Data shows that 60% of the people live close to coastal areas, and their interests have not been focused on sustainable use of the sea [11]. The primary issue facing Indonesia now is undoubtedly how to effectively manage and use coastal regions so that future generations can also benefit from the social, cultural, and visual treasures found along the coast.

One of the efforts to realize the sustainable utilization and management of coastal areas is the existence of policies that can regulate the management and rescue of the potential of the coastal regions from environmental damage and improve the welfare of local communities. Thus, the government of Indonesia has made a series of regulations in the form of legislation as part of its policy to manage and utilize the coast. This coastal management and utilization policy will impact the coastal settlement policy subsystem, also known as water settlement.

However, coastal management and utilization policies, especially in Indonesia, have changed occasionally. This impacts the coastal settlement policy for permits and legalization of assets in Bintan Regency, Riau Islands Province, as one of the special economic zones. Changes in policy decisions from the central government are determinants of how the region's policy process is formulated and implemented. Within the framework of the advocacy coalition, policy changes occur due to several things, namely stable parameters, external events, policy systems, policy brokers, and policy learning [12–15]. This study examines one of the frameworks of the advocacy coalition. These policy changes occur for coastal settlement policies as a form of government response in implementing the blue economy paradigm. Thus, the research problem formulation is: How does the policy network carry out the legalization of coastal communities in accordance with the blue economy's foundations?

2 Method

This study uses a qualitative approach and desk study to analyze the discourse between policy networks in implementing coastal settlement policies. The stages of this research are

as follows: (1) collecting secondary data from news, social media, and related laws and regulations; (2) primary data collection through observation and interviews was also carried out. (3) Data triangulation through Focus Group Discussion (FGD) is also carried out for validation and accuracy of data in qualitative research.

The three aforementioned phases of data collecting and information filtering are consistent with the idea of qualitative research, which characterizes discourse and phenomena and symptoms (Creswell, 2015, 2016; John W.Creswell J. David Creswell, 2018). These stages have two main characteristics: (1) Regular comparison of data with newly formed categories and (2) theoretical sampling of various groups to optimize informational similarities and differences (Creswell, 2015).

Table 1. Informant

No	Policy Network	Report
1	Professional Network	Center for Coastal and Marine Resources Research (PPSPL UMRAH)
2	Policy Community	Ministry of Marine Affairs and Fisheries
3	Intergovernmental Network	Bintan Regency Land Office: Agararia Task Force
4	Intergovernmental Network	Bintan Regency Land Office: Structuring and Empowerment Section
5	Intergovernmental Network	Riau Islands Provincial Marine and Fisheries Service: Marine and Coastal Ecosystem Manager
6	Intergovernmental Network	Bintan Regency Fisheries Service: Head of Capture Fisheries Division of Bintan Fisheries Service
7	Intergovernmental Network	Bintan Regency Public Works Office: Young Spatial Planner of the Public Works Office
8	Intergovernmental Network	Kawal Village Head of Kawal Village
9	Issue Network	Kawal Village Community

Observations were made on coastal settlement policies or above-water settlement policies in the Bintan area, Riau Islands Province. The informants interviewed were from the intergovernmental network, namely the Bintan Regency Regional Government and the Riau Islands Provincial Government; the policy community, specifically the Ministry of Fisheries and Marine Affairs; the network of professionals and experts, namely the Coastal and Marine Resources Research Center (PPSPL UMRAH). The issue network is the community that receives the policy.

3 Result and Discussion

3.1 The Relevance of the Blue Economy and Coastal Settlements in Bintan Regency

The 'blue economy' concept is about the sustainable use of marine resources and making them an instrument of development [16]. The blue economy also includes joint conservation activities by integrating the sustainable use of aquatic resources through integrated spatial planning. One of the problems of coastal spatial planning is to bring together economic interests and efforts to accommodate space for coastal settlements for the community. The blue economy is the spearhead for the government in Bintan Regency

to encourage economic growth but must also respond to governance challenges for coastal settlements.

Coastal settlements in Bintan Regency are one of the targets of legalizing settlement assets on water. This is supported by the geographic state of Bintan Regency, which is 2% or 1,739 km² in the form of land, while sea areas dominate 98% or 102,964 km². The situation of Bintan Regency has the potential to manage and utilize marine and fishery resources in small islands and coasta areas. This potential will be used and processed by various parties so that it is possible to compete between actors or policy networks.



Fig. 1. Coastal Settlement of Bintan Regency

Resources in coastal areas that are open access in their utilization and management so that there is unclarity of rights to control and damage to resources [17,18]. In political ecology, The current political and economic system, as well as the political processes of interested parties, are the causes of the ecological crisis rather than a technical one. Bailey and Bryant (1997) describe this as a "Politicized Environment." Large state and private sectors are typically the main participants. The Tragedy of Enclosure, which is tragedy brought on by the state and private sector's dominance and results in progressively restricted public access to utilization and administration, was caused by these players' dominance [19,20].

The blue economy paradigm is not only a development instrument to encourage economic growth but also protects the rights of local communities through government policy interventions. Coastal settlement policies of Bintan are facilitated through the Approval of Suitability for Marine Space Utilization Activities (PKKPRL) in Bintan Regency. 405 ownership certificates are among the coastal settlements in Bintan Regency that are the focus of the coastal settlement policy. However, 361 submissions from every Bintan subdistrict were made as part of the certification process that was documented at the Bintan Regency Land Agency. In Bintan Regency, the policy of legalizing coastal settlement assets by certification was achieved in 361 out of 405 submissions, or 89% of the total. Given the current dispersion of coastal settlements in Bintan, which number up to 2,122 locations, the legality of coastal settlement policy is still not being implemented as effectively as it could be. As a way to showcase the state and sustainable coastal governance, this encourages the government to collaborate with other policy networks and coordinate their efforts in order to contribute to the successful implementation of the policy.

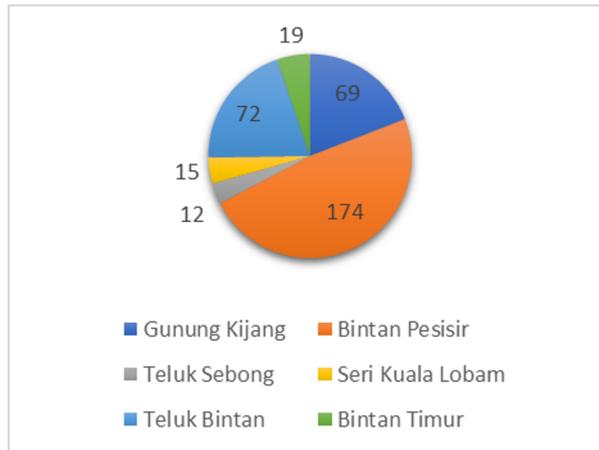


Fig. 2. Legalization of Coastal Settlements in Bintan Regency
(Source: BPN Bintan Regency, 2024)

From the data above, it shows that the coastal settlement legalization program in Bintan Regency has been running and Bintan Pesisir Sub-district has the most applications for certificates with 174 points. Of all submissions by going through the stages and criteria that have been determined from 361 submissions, there are 4 incomplete files, namely from Bintan Pesisir District 3 files and Kuala Lobam Series District 1 file. In addition, the data also shows that applications with complete filings on coastal settlement legalization submitted 268 points are on the coastline and 89 are outside the coastline. From the data obtained, it shows that there are 361 submissions accommodated for asset legalization as the expected impact of the coastal settlement policy.

The blue economy places a strong emphasis on using ocean and marine resources sustainably in order to boost economic expansion, enhance living standards, and protect marine ecosystems. One of the government's initiatives to guarantee that the exploitation of marine resources for economic development is also in line with the welfare of the people residing along Bintan Regency's coast is the legalization of coastal villages. In accordance with the coastal and small island spatial plan, the asset legalization stage involves an attempt to assess if the legalized location does not harm the ecology. There aren't many non-governmental Coastal settlement policy implementation is carried out by policy networks, though, because this policy is still top-down in nature and represents the government's solution to land difficulties.

3.2 Discourse on Policy and Practice in Bintan

To govern Small Islands and the Coastal Management Act (No. 27/2007, revised by No. 1/2014), Indonesia has national spatial planning and zoning regulations. In order to balance the conflicting interests of various parties, these regulations concentrate on zoning and spatial planning in coastal areas. Because of its closeness to Singapore and reliance on tourism, Bintan, which is a part of Indonesia's Riau Islands Province, has strategic importance. In Bintan, local interests and national frameworks influence local policies, particularly those pertaining to land law certainty. The GTRA Summit, which was held in the Riau Islands in August 2023 and had as its theme Transformation of Agrarian Reform, Realizing Legal Certainty, Development Sustainability, and People's Welfare, was an example of the shared dedication to the intergovernmental network. Providing legal certainty on the legalization of assets in coastal communities is one of the agrarian reform

initiatives. The Bintan district government then set a goal to verify coastal settlements owned by communities that have not had legal certainty as a result of this.

According to the Director General of Marine Spatial Management's Decree Number 15 of 2023, there are five (five) steps involved in enabling PKKPR approval for local populations at Bintan. These are as follows:

1. Initial Coordination

This stage is carried out by coordinating the implementation of PKKPR facilitation activities, initial hue mapping, and initial data collection of administrative and technical requirements of the community as sampling. The Regent/Mayor, through the relevant Technical Working Unit, can submit a request for facilitation of PKKPR approval for local communities in their area to the Director General c.q. The director oversees coastal and small island utilization affairs via email (maslok.pkkpr@gmail.com).

2. Identification and Mapping

The identification and mapping stages were carried out by implementing Focus Group Discussions (FGDs) to identify and map PKKPR and local community settlements.

3. Validation

The validation stage of PKKPR approval for local communities consists of administrative and technical validation, field validation, and BA validation results.

4. Recommendation for PKKPR Issuance

The application letter for PKKPR issuance is issued by the director in charge of coastal and small island utilization affairs to the applicant (Regent/Mayor) regarding the application for facilitation of PKKPR approval for local communities. The PKKPR Application Letter (stamped) contains several important information, namely:

- a) Information on the Applicant (Communal) consisting of a list of names and addresses;
- b) Activity Plan that contains information related to the main and supporting activities;
- c) Location Map equipped with latitude and longitude coordinate system, at least stated with 3 (three) coordinate points;
- d) Water Area Requirement; and
- e) Information on the utilization of sea space around the location.

5. Submission through PTSP

The final stage of the application for facilitation of PKKPR approval for local communities is submitted through PTSP at email (pelayanan_djprl@kkp.go.id).

The central government, specifically the Ministry of Marine Affairs and Fisheries, continues to coordinate the Bintan Regency Government policy network's intervention in carrying out the Approval of the Conformity of Marine Space Utilization Activities (PKKPR) in its phases. The policy subsystem in the regions, particularly the Riau Islands Province, is impacted by external events, such as social and economic shifts in the form of policy decisions on the job creation law and its derivatives, when creating the Zoning Plan for Coastal Areas and Small Islands. This policy change makes it difficult for local governments to address a number of regional needs, such as coastal settlement permits, which require constant communication with the central government. Although the provincial government has jurisdiction up to 0–12 miles out from the coast, the central government must still be aware of the foundation for coastal settlements in Bintan because regional legal products have not been ratified.

Table 2. Legal Basis for Local and Traditional Communities' Utilization of Marine Spaces in Coastal and Small Islands

Law Number 27 of 2007 <i>jo</i> Law Number 1 of 2014	Management of Coastal Areas and Small Islands	<ul style="list-style-type: none"> • Characteristics of communities in coastal and small islands • Rights and obligations of communities in coastal and small islands
Law Number 6 of 2023	Stipulation of Perppu Number 2 of 2022 on Job Creation into Law	<ul style="list-style-type: none"> • Characteristics of communities in coastal and small islands • Rights and obligations of communities in coastal and small islands
Government Regulation Number 21 of 2021	Implementation of Spatial Planning	<ul style="list-style-type: none"> • Obligations and criteria for PKKPRL facilitation for Local and Traditional Communities
Minister of Marine Affairs and Fisheries Regulation Number 28 of 2021	Implementation of Marine Spatial Planning	<ul style="list-style-type: none"> • Rights and obligations of communities in coastal and small islands in the utilization of marine space • Procedures for implementing protection activities in the form of PKKPRL facilitation for Local and Traditional Communities
Decree of the Director General of Marine Space Management Number 15 of 2023	Implementation Guidelines for Facilitating Approval of Conformity of Marine Spatial Utilization Activities for Local Communities in coastal and small islands	<ul style="list-style-type: none"> • Criteria and stages of PKKPRL facilitation for Local Communities

The practice of legalizing Bintan's coastal settlement assets is supported by several policy networks. The intergovernmental network comprises the Bintan Regency's Public Works Office, Fisheries Service, and National Land Agency (BPN), which coordinate with the Riau Islands Province's Marine and Fisheries Service (DKP). Since the province of Riau Islands lacks a Zoning Plan for Coastal Areas and Small Islands, it was then coordinated once more with the Ministry of Maritime Affairs and Fisheries (KKP) as a policy community. Coastal communities, who must be accompanied to complete and fill out data, are the policy's recipients, which limits its application. As a result, the Center for Coastal and Marine Resources Research (PPSPL UMRAH) offers a variety of research programs and community service opportunities in higher education.

4 Conclusion

The most important finding in this study is that various policy networks in Bintan Regency apply the blue economy paradigm as a special economic zone, one of which is through policies for the legalization of coastal settlement assets for the people of Bintan

Regency. The policy carries the spirit of the blue economy paradigm, which promotes sustainable economic growth by connecting social equality and providing legal certainty for communities along the coast of Bintan Regency.

There are difficulties in practice, such as not all policy networks facilitate the best possible implementation of policies; for instance, the community as policy beneficiaries is not completely aware of and need support. Furthermore, policy changes brought about by outside forces—specifically, central government policy decisions—also lengthen the number of steps that need to be completed. Policy networks discuss how the federal and provincial governments' zoning plans overlap and how their jurisdiction might be incorporated into future research. When Bintan is designated as a Special Economic Zone (SEZ) and regional leaders take the initiative to fortify the coastal regulation certification program, the intergovernmental network functions at its best. However, other networks must fortify the ties between governments working on this subject within the context of policy networks.

Therefore, to increase the efficacy of the execution of coastal settlement policies, intergovernmental ties must be strengthened. For instance, better coordination amongst Policy Networks is also required when working with universities to support communities seeking legalising settlements in coastal areas. Participating in the phases of the coastal settlement asset legalization program—beginning data collecting, program socialization, implementation support, monitoring, and evaluation—can help networks coordinate. Furthermore, to guarantee that coastal regulation laws are implemented and have meaning consistent with the blue economy paradigm, discourse analysis must be integrated with policy practice.

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