

Critical Paradigm of Policy Implementation in Management of Marine Border Area by BPP East Nusa Tenggara in Rote Ndao District, Indonesia

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Abstract: There are allegations of problems in the realm of implementation and the substance of the policy authority for managing the state maritime border area by BPP NTT in the Rote Ndao Regency area, East Nusa Tenggara Province, which affects the organizational communication ability of BPP NTT as the management coordinator, so research has been carried out to criticize the policy implementation process, and understanding the philosophical relationship between the substance of authority and the communication capabilities of the organization, as well as finding a new organizational model for the management of the ideal state maritime border area. The research was conducted using the Hybrid Implementation Model (a combination of the Grindle, Edward III, and Mazmanian Sebastier Implementation Models) with a Critical Paradigm approach. The results of the study show that problems in the Substance Dimension, regarding the weakness of authority, have an impact on the existing issues in the Operation Dimension, Organizational Dimension, and Communication Dimension, causing the low ability of the BPP NTT to act as a management coordinator in realizing policy objectives in the security aspect and prosperity aspect. The study's results also show a hegemony of central government power in managing the country's maritime border area, with indications of the floating authority phenomenon in the substance of the authority of the BPP NTT. Meanwhile, the ideal model for managing state maritime border areas is the Authorization Agency Model.

Keywords: Administration, Policy, Implementation, Authority, Communication

1. Introduction

Over the past ten years, there have been significant changes in managing state border areas in Indonesia, especially in cross-border land posts. However, the survey study shows that the country's marine border area, which includes the sea and coast and leading islands, is "slightly left behind," and various problems are still in its management [1].

Many problems in managing the country's marine border areas in Indonesia, including insufficient supervision, a lack of ability to manage the potential of natural resources, and some *transnational crimes* across national borders [2]. It is also mentioned that one of the main problems in the country's

marine border area is the problem of overlapping jurisdictions of the Exclusive Economic Zone and the Continental Shelf between Indonesia-Australia in the southern waters of Rote Ndao District, as well as problems related to the traditional fishing sites of Indonesian fishermen in the *Ashmore Reef* area which is an Australian territory, which is feared to have the potential to cause problems in the future.

Some previous studies related the problem of the country's marine border between Indonesia and Australia. Even UNCLOS 82 and the Indonesia-Australia memorandum of agreement or *MoU Box* 1974 had provided legal guarantees for the traditional fishing rights of Indonesian fishermen in

Australian waters [3]. However, empirical facts show the existence of different praxis, which creates new social and economic problems. Some crucial problems in Rote Ndao District are territorial violations, connectivity constraints, population scarcity, threats of *illegal* activities, security threats, and environmental pollution [4]. Rote Ndao has the potential for abundant fish resources and the potential for beautiful coastal tourism [5], but, Benu *et al.* [6] found that the majority of Papela fishermen live in poor conditions. Likewise, BPS NTT (2020) shows that 28 percent of community units in Rote Ndao District still live below the poverty line. This explanation shows that problems related to security aspects have an impact on the emergence of problems in the *prosperity* aspect.

One of the government's signature policies in managing the country's border areas is establishing the National Border Management Agency (BNPP) through the Presidential Regulation of the Republic of Indonesia Number 12 of 2010. This organization is coordinative, coordinating many ministries and state agencies to build border areas in an integrated manner [7].

By nomenclature, the BNPP is headed by the Minister of Home Affairs, with members consisting of 27 Ministries/Institutions and 15 Governors in the country's border areas, including East Nusa Tenggara Province (NTT). The management of the state border area in NTT itself is coordinated by the NTT Border Management Agency (BPP NTT), based on NTT Regional Regulation Number 4 of 2010.

BPP NTT carries out the duties and functions of establishing border development program policies, establishing plans for budget needs, coordinating implementation, and overseeing the management of state boundaries and border areas. However, in its implementation, there are many obstacles for BPP NTT in carrying out these duties and functions due to the alleged problem of weak authority owned by BPP NTT, caused by "hegemony" in the management of marine border areas, which has an impact on the weak communication capabilities of the BPP NTT to coordinate other Border Agencies.

Based on the alleged problems and research results of several researchers, then the researcher will use the critical theory paradigm approach in this study by criticizing the alleged hegemony or dominance of authority created and wrapped by the concept of modernity in the name of bureaucracy, which tends to use a structural or hierarchical approach in the implementation of policies management of the country's marine border area by BPP NTT in Rote Ndao District. It is the process of implementing the policy of managing the country's marine border area in Rote Ndao District by BPP NTT in realizing policy targets on *security* and *prosperity* aspects, as well as how authority aspects influence the relationship between implementation dimensions. The research aims to critique the implementation process and understand the philosophical relationship between the substance of authority and the communication capabilities of the organization, as well as find a new

organizational model for managing the ideal state maritime border area.

2. Methods

The research design used a Hybrid Implementation Model [8-10] named "Impact of Substance Model." The reason for using this model is supported by the opinions of several policy implementation experts, including [11], which state that the interesting thing about policy implementation theory is that each expert with his theory has a different focus and emphasis on seeing success a policy implementation. According to Mubarak, each expert has his specialty in expressing his opinion on matters that affect the success of policy implementation. For example, Grindle has a view about understanding regulations on a policy that must then be implemented according to a predetermined design, while Edward III, on the other hand, is more emphasizes the prerequisites needed for successful policy implementation. Meanwhile, Mazmanian and Sebastien emphasize more on the factors that influence the achievement of formal goals throughout the implementation process. According to Mubarak, although the three experts have different opinions on matters that affect the success of policy implementation, all of these opinions can be accommodated in one analytical perspective to determine what factors affect the success of the implementation of a policy as a whole.

Thus, the researcher divides the Research Dimension into 4 (four) Main Dimensions, namely the Substance Dimension, Operation Dimension, Organizational Dimension, and Communication Dimension, to see the impact of the weaknesses that exist in the substance of the policy on the operating dimension, organizational dimension and communication dimension, which the researcher calls the "Impact of Substance Policy Implementation Model." This model, supported by the initial study conducted by the researcher, shows that no policy implementation model focuses on looking at the impact of weaknesses in policy substance on the dimensions of operations, organization, and communication.

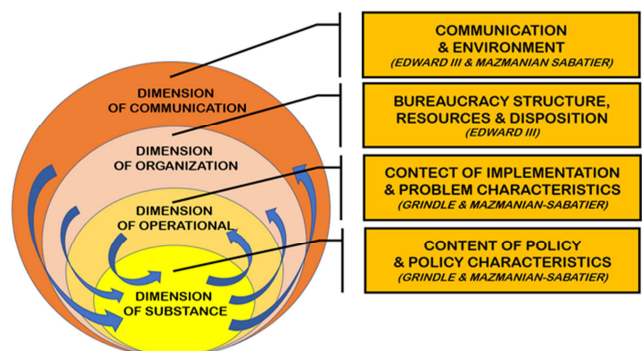


Figure 1. Impact of Substance Policy Implementation Model.

This study uses a critical paradigm and departs from the assessment of the policy performance of the state maritime border area management in Rote Ndao District, which has

been carried out by BPP NTT so far, by first looking at the Dimension of Substance, which includes the extent to which the interests of the target group are contained in the policy content., what types of benefits are received by the target group, the extent to which changes are desired from a policy, whether the location of a program is appropriate, whether a policy has stated its implementation in detail, clarity and consistency of objectives, hierarchical integration within and between implementing agencies, commitment implementing

officials, and formal access from outsiders with a focus on the Security and Prosperity aspects. Furthermore, the problems found are explored further by looking at their impact on the Dimension of Operation, Dimension of Organization, and Dimension of Communication that affect the performance of the implementation of policies on managing the country's maritime border areas by BPP NTT in Rote Ndao Regency, the research framework used is as follows Image below.

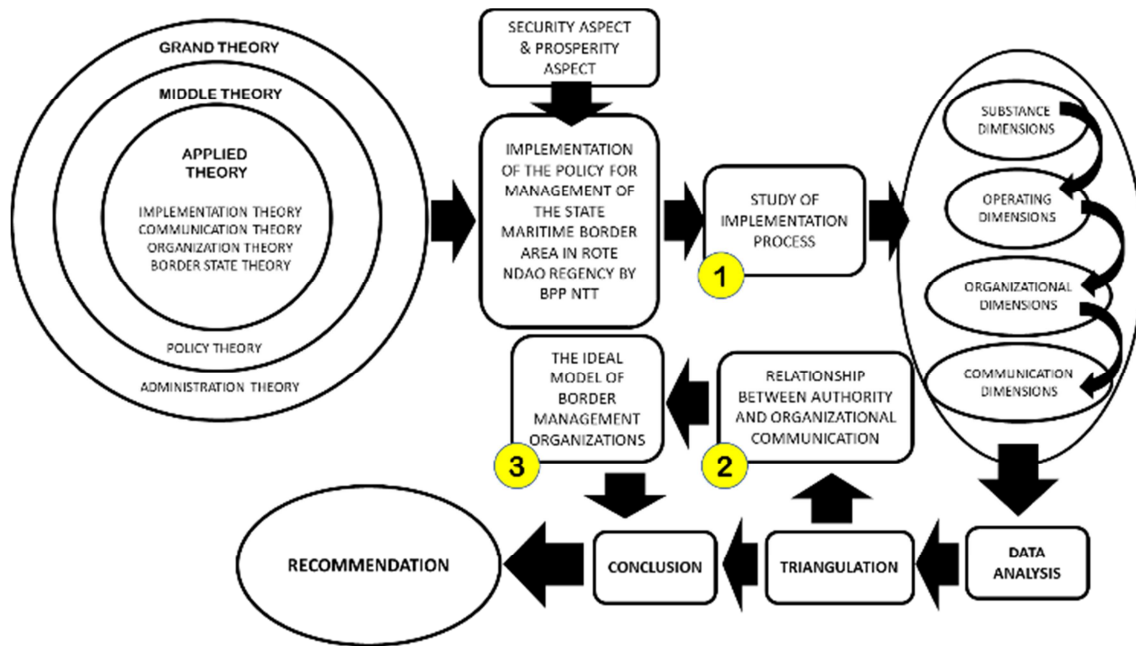


Figure 2. Research Framework.

3. Results and Discussion

In this study, we found the impoverishment of the people of Rote Ndao District in 2018, according to the RPJMD of Rote Ndao District in 2019-2024, was 28.08% higher than 7.03% of the percentage of poor people in NTT Province by 21.03% and lagging behind 18.67% of the percentage of the poor national population which was only 9.41%. Throughout 2014-2018, the poverty depth and severity index of Rote Ndao District was volatile. Meanwhile, the stunting prevalence of Rote Ndao District in 2017 was 46.7, higher than the NTT province at 40.3 and the national at 29.6.

3.1. The Process of Implementing the National Maritime Border Area Management Policy by BPP NTT in Rote Ndao District

In general, the results of studies that have been carried out show that many positive things have been done by BPP NTT so far. However, in its implementation, various problems were found in all research dimensions, which impacted the low performance of BPP NTT.

3.1.1. Substance Dimensions

A study of the substance of the Act related to the

management policy of the country's marine border area showed the following results:

Security aspects are substantially carried out centrally by the state defense and security institutions. This situation makes it difficult for BPP NTT to coordinate, monitor, supervise, and evaluate as its role should be carried out. So that technical implementers move more independently in carrying out activities in border areas without any obligation to report or coordinate with BPP NTT. This often leads to overlapping and ego-sectoral compaction.

The prosperity aspect substantially shows the dominance of the central government's authority in administering regional government in the maritime border area of the country. Likewise, the Fisheries Governance Aspect shows the dominance of the central government in managing the potential of fishery resources in the country's maritime border areas, starting from management plans, management permits, or utilization permits to monitoring their management so that local governments have almost no role in their management. As in the case of the Rote Fishermen, who are often caught in the waters of Ashmore Reef, the government does not have the authority to prevent such incidents. More importantly, in the Aspect of Economic Governance, for example, the economic cooperation between Indonesia and Australia, local governments are less involved

in the preparation and implementation process, so the regions do not get the outputs and outcomes of the cooperation.

BPP NTT has limited authority to be directly involved in developing border areas, resources, and budget and coordinating, monitoring, supervising, and evaluating border agencies because there are no regulations governing it. Not all areas in Rote Ndao Regency have been designated as Priority Locations. The authority of the BNPP is too dominant to intervene in the management of the sea border area, especially with the status of Rote Ndao Regency as a National Strategic Area, so in the management of marine space, almost everything is carried out by the Central Government. Likewise, the management of air and sea connectivity in the Rote Ndao Regency area is controlled by the Central Government. After the Triangulation of Methods and Data Sources, the main problems faced in the Substance Dimensions include *Lack of Political Will*, *Domination and Overlapping of Authority*, and *Lack of Rules/Regulations*.

Lack of Political Will, the substance of the management policy, shows that the government's political will is still low to prioritize development in the country's maritime border areas. Meanwhile, the *Domination and Overlapping of Authority* concerns the substance of policies that show too much authority given by the juridical basis to BNPP or the Central Government in managing the country's maritime border areas so that the role of the region is marginalized. Meanwhile, *Lack of Rules/Regulations* concerns the substance of policies that have not regulated the mechanism for coordination, monitoring, supervision, and evaluation, especially for regional BPP organizations. The three problems in the Substance Dimension, it turns out that based on the research conducted, it has a significant effect on the organizational performance of BPP NTT, especially regarding the still low performance in the aspects of security and prosperity.

3.1.2. Operational Dimensions

Based on Work Program Documents and Work Program Implementation study owned by BNPP and BPP NTT, it can be generally conveyed that so far, BPP NTT has tried to implement management policies in the country's marine border areas by the mandate of Presidential Regulation. However, in its implementation, BPP NTT experienced several problems, including the difficulty in preparing, coordinating, monitoring, supervising, and evaluating because no regulation regulates the mechanism and the limited budget support for marine border management. The main focus of the problems in the operational dimension is related to *the General and Authority Policy*.

General Policy problems concerning problems related to the non-optimal management policies in the security, prosperity, and institutional aspects, in the border area Rote Ndao District. *Authority Policy* problems are related to the authority of BPP NTT in coordinating the management of inter- and intra-agency marine border areas. Meanwhile, the problem in the Rote Ndao district itself, which also affects the performance of the BPP NTT, is related to the lack of

attention from the Rote Ndao District Government to the existence of border management institutions.

There are still General and Authority Policy problems in the Operational Dimensions until now, which affect the performance of BPP NTT. It can be overcome by improving the substance of management policies, but this is not done by the government, thus strengthening the suspicion of deliberately guarded *hegemony*.

3.1.3. Organizational Dimensions

In the Dimensions of Organizational, many problems were found that affected the performance of BPP NTT, which were divided into several periods as follows:

For the 2010-2013 period (Transition Period), problems were found to be limited in human resources and budget constraints in the BPP NTT organization. For the 2014-2015 period (Early Period), problems were found to be the weak capability of BPP NTT to carry out the coordination, integration, and synchronization of border management programs. For the 2016-2019 period (Actualization Period), problems were found with limited human resources, budget support, facilities, and infrastructure. For the 2020-2021 period (Mature Period), there are still problems like the previous period and weak coordination between border management agencies. There are still problems regarding the weak coordination authority possessed by the BPP NTT organization until the current period, showing the government's lack of desire to fix the problem of the substance of the existing authority, thus further strengthening the suspicion of deliberately guarded *hegemony*.

3.1.4. Communication Dimensions

The main problem in Communication Dimensions is the lack of optimal communication and coordination between border agencies and the community. Several problems in Rote Ndao Regency are also influenced by the absence of BPP in Rote Ndao District due to limited budget and human resources. Thus, after the Triangulation of Methods and Triangulation of Data Sources, the problems in the Communication Dimension faced by BPP NTT are related to three main problems, namely issues of Authority, Regulation, and Human Resources.

There are still problems regarding the Authority, Regulation, and Human Resources, to this day, also further strengthens the allegation of the government's intentional omission of problems in order to maintain *hegemony*.

Thus, the problems that occur in the operational dimension, the organizational dimension, and the communication dimension are the impact of the problems that occur in the substance dimension, which are influenced by a strong suspicion of hegemony from the government that was deliberately built and maintained since the beginning of policy-making, so that it has an impact on the implementation process. which is not optimal, especially at the regional level. In simple terms, related to this problem, especially regarding the impact of the Substance Dimension problem on other Dimensions, because of the strong suspicion of hegemony, can be seen from the figure below.

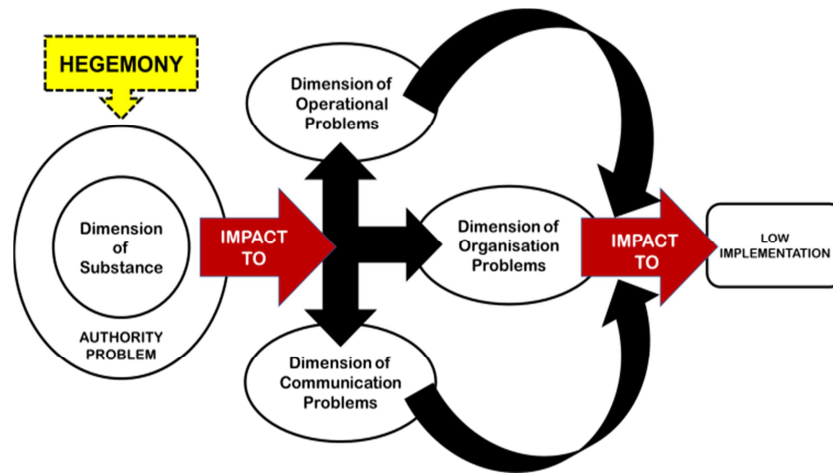


Figure 3. Impact of Substance Dimensions.

By the Critical Paradigm approach, it was found that the problems that occurred came from hegemony that influenced the substance of policies that were "deliberately" formulated in the form of floating "authority" substance, or "Floating Authority." A statement from Head of Program and Finance of the BPP NTT, which states that the program activities planned by the BPP NTT are often not in synergy with the work programs prepared by the Provincial OPD (organizational units within the province) and often go on their own. Actually, BPP NTT can function as a Regional Development Planning Agency specifically for Border Areas, but the BPP NTT is not given the authority to do this. The same thing was also conveyed by Head of BPP NTT, that the policies related to the authority given to BPP NTT were not strong enough, and technical guidance for coordination did not exist at all, so, in its implementation, the BPP NTT could not coordinate technically.

The results of the study also show that there is a strong relationship between the Research Dimensions, so when we want to understand the problems in the policy implementation process, we can start from a study of the "Substance Dimension" and then look at the "Impact" on the Operational Dimension, Organizational Dimension, and Communication Dimension. This policy implementation model is what

researchers call the Impact of Substance Model.

3.2. Philosophy of Authority Relations and Organizational

The existence of problems in the communication capabilities of the BPP NTT in coordinating the management of the country's maritime border areas, according to the results of the study, was caused by the authority possessed by the BPP NTT not regulated by the government as a policy maker, this turned out to be closely related to the alleged hegemony of power intentionally built by the central government, so that the existence of BPP NTT as an organization that applies the concept of collaborative management becomes ineffective at the implementation stage.

This strong suspicion of the existence of hegemony of government power can be seen from the discovery of the substance of management policies that do not legally regulate the authority of the BPP NTT in coordinating the management of the country's maritime border areas, causing problems in the communication capabilities of the BPP NTT organization at the operational stage, to coordinate border management agencies that exist in the regions, as well as central border management agencies operating in the regions. A simple description can be seen in the image below.

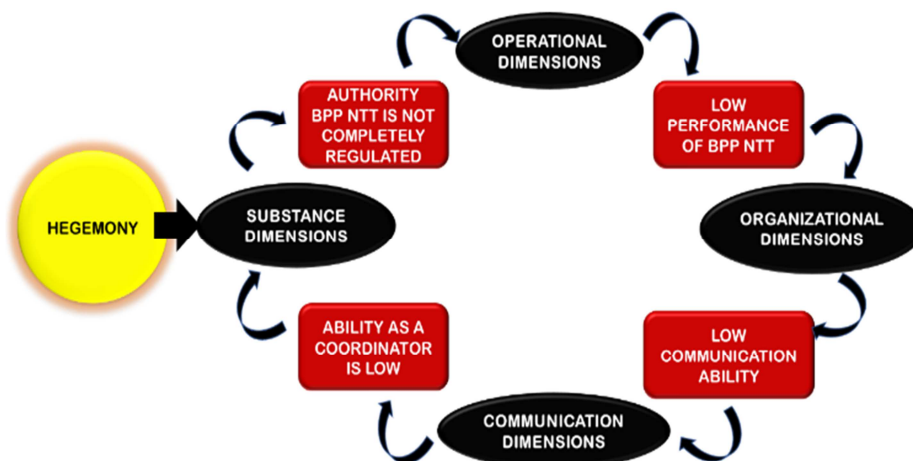


Figure 4. Relationship of Authority and Organizational Communication Ability.

Based on the figure above, philosophically, it can be seen that there is a fundamental and robust relationship between authority and the implementor's ability to communicate, and will significantly affect the ability to act as a coordinator, which in turn has an impact on the success or failure of a policy to be realized by the purpose of making the policy.

3.3. The Ideal Model of the State Maritime Border Area Management Organization

With the results of the study showing that several problems occurred in the Organizational Dimension, which began with problems in the Substance Dimension, which had an impact on the current weakness of the BPP NTT organization as a coordinating institution, it is necessary to find an ideal model of a border management organization that is more effective and efficient, so that it can overcome several problems that have been stated previously, primarily related to the authority possessed and better vertical and horizontal communication skills.

The results of the analysis of several ideal models of border organizations, related to better authority and communication skills, as well as by following the development of modern organizational science, which is increasingly developing into simpler organizational forms and has a shorter bureaucratic chain, the researchers prefer to change the Border Management Agency become the Authority Agency. This is expected to give organizations more authority in communicating and coordinating management, as well as breaking the bureaucratic chain of border area management that has been too complicated so far because it involves many border agencies. This change is also expected to be able to increase access for the country's maritime border areas to get more priority in national management or development, including in this case regarding the availability of adequate budget support, to be able to spur an increase in security aspects and prosperity aspects, especially for people who reside in the maritime border area of the country. A simple description can be seen in the figure below.

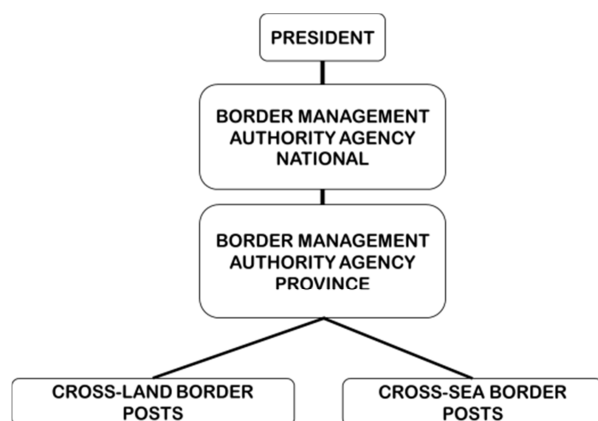


Figure 5. Ideal Model of Border Management Organization.

Theoretically, Siswati [12] states that hegemony, in

Gramsci's sense, is a consensus where submission is obtained through the acceptance of the ideology of the hegemonic class by the hegemonic class. In other words, hegemony is the victory of the ruling class, which is obtained through the consensus mechanism of various socio-political forces. Based on Gramsci's Hegemony Theory, theoretically, the hegemony that occurs in the management of state border areas can be seen as the victory of the ruling class, in this case, the central government, against local governments, which is obtained through a policy formulation mechanism that puts the existence of local governments under the central government. This contradicts the fundamental collaborative management concept, where each unit should have a fair role and authority to achieve common goals.

There are four characteristics that must be contained in an organization [13], namely: Common Goals, namely a statement, desire, or target that is determined jointly regarding the results to be achieved by the organization; Division of Work, namely the placement of a person in the type of work that is following his competence and personality; Hierarchy of Authority, namely the right to decide or the power to do something or to order other people to do something; and Coordination, which is the integration of various parts of the organization so that these parts can work together in harmony. These four things should exist in an organization, such as the BPP NTT organization, in managing the sea border area to function optimally. However, the results of the study show that the substance of the policy regarding the division of work and the hierarchy of authority is not regulated correctly in managing the country's maritime border areas at the regional level.

There are several research results that have discussed the management of marine border areas in several countries [14], namely: discussing the management of marine border areas with an approach to the potential of marine natural resources owned by several countries in the West Indian Ocean; China's claims in managing maritime border areas in the South China Sea using political, military and historical approaches; the origin and typology of macroregional, territorial and cross-border cooperation in the Baltic Sea Region (BSR) [15]; the existence of the European Border and Coast Guard Authority Commission [16]; the use and abuse of EU border management models and strategies [17]; the maritime border management issues in Mozambique [18]; the border area management policies in the Baltic Sea Region with a sustainable tourism development approach [19]; the application of the Collaborative Governance Model in the management of border areas in the Riau Islands Province [20]; the model of developing marine border areas with an archipelagic ecotourism approach [21]; the border issues related to Indonesia's existence as an archipelagic country [22]; the situation of Indonesia's maritime borders which no longer face traditional threats to Timor Leste [23]; the Cross Border Approach (CBA) is a model of the border development approach that prioritizes the pattern of cooperation between borders to take advantage of each other

in developing border areas in each country [24]. From the analysis of several previous studies above, there are various perspectives in viewing the ideal management model of maritime border areas between countries, depending on each country's political interests and regional potential.

Within the framework of policy implementation science, in principle, four things need to be met in terms of the effectiveness of policy implementation [25], namely: whether the policy is correct; whether the implementation is correct; whether the target is correct; and whether the environment is right. These four basic principles should serve as guidelines for implementing policies, including the policy on managing the country's maritime border areas by BPP NTT in the Rote Ndao Regency area. Where the results of the study show that there are problems with the substance of inappropriate management policies, which ultimately impact the implementation of inappropriate policies so that the policy targets become ambiguous, and in the end, the environment does not support the policy.

However, according to Nugroho [25], the four points still need to be equipped with political, strategic, and technical support so that policies can be implemented effectively with optimal results. However, the results of the study showing the alleged hegemony of power in the substance of the policy on managing the country's maritime border areas, especially in the Rote Ndao District area, indicate that political, strategic, and technical support from the government is not optimal in managing the country's maritime border areas. This can be proven by the research on the Master Plan for the Management of State Border Areas in NTT Province, which shows the government's lack of priorities in allocating development in the country's maritime border areas.

In general, Grindle [9] states that the problem of policy implementation is influenced by two main factors, namely the policy substance factor and the policy implementation factor. This is in line with the results of research which show that the main problem in implementing policies for managing the country's maritime border areas lies in the substance of the policy that impacts the implementation of its policies.

There is no best policy implementation model, and each type of public policy requires a different one [25]. However, the most effective choice is if we can make a combination of participatory public policy implementation; this kind of model is usually more effective. It can run effectively, sustainably, and cheaply. It can even be implemented for matters of a national security nature. Likewise, each expert with his theory has a different focus and emphasis on seeing the success of policy implementation [11]. With the understanding that each model of policy implementation has its advantages and disadvantages, depending on the perspective or perspective of each expert who makes the model. This expert opinion became the researcher's initial consideration in using the hybrid implementation model in this research, which could clearly describe the existence of problems in the substance of policies that have an impact on operational dimensions, including organizational dimensions and communication skills.

From a different perspective Edwards [8], a fragmented bureaucratic structure can also cause communication failures in the implementation process because the possibility of information distortion will be extensive, as well as inefficient bureaucratic structures, such as structure division of authority and relationships between organizational units. Edward III's opinion is relatively the same as the research results, which also shows problems in the communication aspect. However, in this case, the cause is more due to the substance of the policy regarding authority that has not been regulated, so the BPP NTT organization cannot communicate its work program as a coordinator.

Meanwhile, Grindle [9] said that the success of policy implementation is primarily determined by the level of policy implementation, which consists of the Content of Policy and the Context of Policy. According to Grindle, the policy implementation process must begin with the existence of goals and objectives as well as programs or activities that were designed from the beginning and have also allocated funds to realize these goals and objectives. This stage is followed by the policy implementation stage, which refers to the content of the policy and the implementation context. Grindle's statement is in line with the research results that demand a well-prepared policy substance so that policy implementation can run optimally.

In particular, the results of the study have proven that the use of the Impact of Substance Policy Implementation Model can be used to detect the substance of the problems that exist in the process of implementing policies for the management of the state maritime border area in the Rote Ndao District area by BPP NTT. This can be seen from the discovery of the leading cause of the problem of the Floating Authority phenomenon in the implementation process of management policies, which is caused by the fact that the authority aspect is not regulated in the substance of the policy. The study results also show that there is no government effort to fix the problem, even though it has detected these problems from the beginning, as stated in the BNPP border area management plan document. This further strengthens the hegemony of power, which deliberately allows the problem to drag on to maintain the domination of the government over local governments.

In a relatively similar perspective, Richard E. Matland [26] sees a policy implementation based on the proposition that every policy implementation will lead to ambiguity and conflict between the parties involved in the implementation phase. So that if the substance of a policy is already problematic in the beginning, as is the case with the policy of establishing the BPP NTT organization, then the possibility of conflict that will arise at the time of implementation will be even greater.

Empirical studies with the results of other similar studies in several countries found many problems that are almost the same, with the understanding that policies for managing the maritime border areas of countries in other countries also experience almost similar problems at the implementation stage. Among them are the results of a study (Hudson et al.

[27], which was conducted in the UK, where the results of his research concluded that a policy design in its implementation requires continuous collaboration with various stakeholders at various political levels and emphasizes the need for policies that can link all actors together, vertical and horizontal processes of collaboration and mutual deliberation, as well as policy design and implementation, must be an integrated process, not just a series of separate and distinct stages. This should also be a significant consideration in formulating policy substance for managing the country's maritime border area so that it is not as problematic as it is today.

The need for policies to be designed to connect all actors vertically and horizontally in the process of collaboration and mutual deliberation [20]. So what is important is that policy design and policy implementation must be an integrated process, not just a series of separate and distinct stages. Thus, by looking at some problems that still exist in the management of the state maritime border area in the Rote Ndao Regency area carried out by BPP NTT, related to problems in the Policy Dimension, Organizational Structure Dimension, Management Dimension, and Environmental Dimension, as well as based on many detailed explanations. Based on the theory above, it is necessary to immediately restructure the substance of the policy on the management of the country's maritime border area so that its implementation can be more effective, efficient, and optimal.

Related to communication problems, Habermas explained in Nuris [28] that communicative conditions as summarized in *the ideal speech situation*, that is, all participants have an equal chance of starting a discussion and, in the discussion, have the same opportunity to put forward arguments and criticize the arguments of other participants. There is no difference in power, and finally, all participants can express their thoughts sincerely so that it does not happen that one manipulates the other without him realizing it.

Based on the communication requirements stated by Habermas above, it should be done in a "fair" manner, and a communicative situation between the *Border Agencies* involved should be built, ranging from the central to the regional level, both government and non-governmental parties. Because all Border Agencies have the same opportunities and rights to actively manage the country's marine border area, especially in this case, the BPP NTT organization, the Rote Ndao District Government, Communities on the border, as well as universities, and the private sector. There is no longer the phenomenon of Domination of Authority and the phenomenon of Floating Authority in managing the country's marine border area, so the desire to realize prosperity and a sense of security for the people domiciled in the country's marine borders will be able to be carried out immediately, according to the mandate of the 1945 Constitution.

Finally, in general, it can be stated that the success of policy implementation is not only determined by the implementation framework or the implementor but also determined by the quality of the substance of the policy,

which will become the basic guideline for the implementor in realizing policy objectives effectively and with optimal impact, in other words, the need for the strong relationship between policy substance and policy implementation. This is in line with what was stated by Mazmanian and Sabatier in Subianto [29] that what is referred to as policy formulation and policy implementation cannot be considered separate things, although they may be analytically distinguishable. In addition, policy implementation must also be supported by suitable policy substance, especially regarding the authority given to implementing organizations to communicate policies effectively, so solid political support from the government is needed to provide more substantial authority for implementing organizations. The actual implementation of policies not only concerns the behavior of administrative bodies responsible for implementing programs and creating obedience to the target group but also concerns political and economic networks and social forces [30]. Furthermore, social issues can directly or indirectly influence the behavior of the stakeholders involved and which, in the end, will have an impact on impacts, both expected (intended) and unexpected (spillover/adverse effects).

4. Conclusion

A study of the policy implementation process on the management of the state maritime border area by BPP NTT in Rote Ndao District shows that there are problems in the Substance Dimension regarding the substance of authority that is not regulated clearly. So that it impacts the problems that exist in the Operation Dimension, Organizational Dimension, and Communication Dimension, which causes the low ability of BPP NTT to act as management coordinator in realizing policy objectives in the security and prosperity aspects. Meanwhile, a study of the philosophical relationship between authority and organizational communication capabilities shows that there is still a central government power hegemony in the management of the country's maritime border areas, with indications of a floating authority phenomenon in the substance of authority possessed by the BPP NTT, so that it has an impact on the low ability to communicate among agencies. Meanwhile, the ideal model for managing the country's maritime border area is the Authorization Agency Model.

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