Policy Implementation of Empowerment of Coastal Communities in Simeulue Regency

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Abstract- This study aims to examine the policy implementation of empowerment of coastal communities, especially in Simeulue Regency, Aceh Province. This study applies empowerment theory [1] which consists of enabling, empowering and protecting. This article uses a qualitative approach with fifteen informants consisting of the Simeulue Regency government, community, NGOs, media and academics. Researchers in conducting this research used three data collection techniques, namely observation, interviews and document collection. The data analysis process follows the Interactive data analysis model from [2]. The research found that the implementation of Empowered Management of Coastal Areas and Small Islands in Simeulue Regency, Aceh Province is seen from the perspective of: a) Enabling, namely that Simeulue Regency has large natural resource potential, namely the potential for salt and seaweed farming, tourism, capture fisheries and cultivation; b) Empowering, namely the government has not maximized the potential of the Simeulue region, especially in the existing resource management industry. Salt farming and seaweed farming cannot develop due to limited human resources. Fishing is also still done traditionally; c) Protecting, namely protection of the results of empowerment is not yet sustainable, because there is no regular socialization or training. As an empirical study article, this article contributes to solving the problem of poverty in Simeulue Regency. This article is important for management and public administration as well as further research considering that not many previous studies have used a theoretical framework.

 Keyword: Policy implementation, Community empowerment, Coastal Communities.

1. Introduction

Policy implementation according to Sabatier and Mazmanian has several premises attached to three main factors: the ability to solve a problem, the capacity of the law to structure implementation, and non-statutory variables that determine implementation, which will then be broken down into several categories and variables. Realizing that the use [1] of this framework for analytical/interpretive purposes by academics and politicians could become too complicated, [1] decided to organize statutory variables into a list of six conditions that could interfere with the status of a policy or decision that must be met in order to be successful. implemented effectively. As is the case with the implementation of Law Number 1 of 2014, technically the development of coastal areas and small islands in the maritime and fisheries sector is currently not being implemented optimally.

Development in coastal areas and small islands can improve the quality of life and provide employment opportunities. Therefore, coastal areas and small islands must be managed in an integrated and sustainable manner. This is achieved by utilizing existing growth sources and new growth sources. Management of coastal areas is basically the task and responsibility of the

Government as regulated by Law of the Republic of Indonesia Number 1 of 2014 concerning Amendments to Law Number 27 of 2007 concerning Management of Coastal Areas and Small Islands. In this case, in line with the implementation of regional autonomy in Indonesia, the authority to manage coastal areas is completely handed over to the regions. Based on the 1945 Constitution, regions are given the authority to administer, utilize and manage the resources in their regions, where this is regulated in Article 18A Paragraph (2) of the 1945 Constitution which states that financial relations, public services, utilization of natural resources and other resources between the government The central and regional governments are regulated and implemented fairly and in harmony based on the law, so the authority to manage natural resource potential is managed legally by the regions and is aimed at the greatest prosperity of the people.

To empower communities, especially coastal communities, the government is implementing a coastal community economic empowerment program (PEMP). This was marked by the issuance of Minister of Maritime Affairs and Fisheries Regulation Number PER.07/MEN/2008 concerning social assistance for the empowerment of coastal communities and fish farmers. Community empowerment does not mean that people become increasingly dependent on various grant programs (charity). Empowerment of coastal areas cannot be separated from the process of managing coastal areas and small islands. The process of managing coastal areas and small islands is regulated in article 5 and article 6 in Law Number 1 of 2014 Amendment to Law Number 27 of 2007 concerning Management of Coastal Areas and Small Islands including planning, utilization, supervision and control activities on human interaction in utilizing Coastal and Small Island Resources as well as natural processes in a sustainable manner in an effort to improve community welfare and maintain the integrity of the Unitary State of the Republic of Indonesia. Meanwhile, Article 6 Management of Coastal Areas and Small Islands as intended in Article 5 must be carried out by integrating activities: between the government and regional governments; between regional governments; between sectors; between government, business and society; between land ecosystems and marine ecosystems; and between science and management principles.

In state management coastal areas require wise management by placing economic interests in proportion to environmental interests, both in the short and long term. Special policy intervention and handling is needed by the government at the central and regional levels for the management and protection of marine and coastal areas, for this reason it is necessary to integrate laws and regulations at the national and regional levels. It is hoped that there will be no welfare disparities between one region and another in Indonesia.

One of them is Simeulue Regency in Aceh Province. According to Aceh Qanun Number 11 of 2013 concerning Welfare. In Article 1 Numbers 11 and 13, it is stated that social welfare is a condition of fulfilling the material, spiritual and social needs of citizens so that they can live a decent life and be able to develop themselves so that they can carry out their social functions. The implementation of social welfare is a directed, integrated and sustainable effort carried out by the Aceh Government, district or city government and the community in the form of social services to meet the basic needs of every citizen, which includes social rehabilitation, social security, social empowerment and social protection. The increase in poverty levels in Simeulue Regency is due to regional problems, one of which is regional budget management. In general, regional revenue and expenditure budgets (APBD), whether in the form of general allocation funds (DAU), Special Allocation Funds (DAK) and other legally valid budgets, are often in the public spotlight. The low level of community empowerment and poor implementation of budget management in Simeulue Regency can be seen from the consistently high poverty rate in recent years.

Empowerment is defined as an effort to increase the professionalism and performance of development actors in the region, including officials, social organizations, non-governmental organizations in the business world and community members to overcome various problems faced and realize the aspirations and diversity of the community to realize improvements in the quality of

life and welfare of the community [3] Community empowerment is an economic development concept that summarizes social values and reflects a new paradigm in development people centered participatory, empowering and sustainable [4] Efforts to empower the community (empowering) can be studied from three aspects: 1) enabling namely creating an atmosphere that allows community potential to develop; 2) empowering namely strengthening the potential of the community through concrete steps involving the provision of various inputs and opening up various opportunities that will make the community more empowered; 3) protecting, namely protecting and defending the interests of weak communities.

2. Literature review
2.1 Policy Implementation
The policy implementation model proposed by [1] is called A Framework for Policy Implementation Analysis. This model argues that the important role of public policy implementation is its ability to identify variables that influence the achievement of formal goals throughout the implementation process. The variables in question can be classified into three broad categories, namely: First, whether the problem to be controlled is easy or not, including: technical difficulties, diversity of regulated behavior, level and scope of desired behavior change. Second, the ability of the policy to structure the implementation process appropriately. Third, factors outside the law that influence implementation. These two policy experts argue that the important role of public policy implementation is its ability to identify variables that influence the achievement of formal goals throughout the implementation process. And the variables in question can be classified into three large categories, namely:

1. Whether or not the problem to be controlled is easy, including: a) technical difficulties. Whether or not the objectives of a policy are achieved will depend on a number of technical requirements, including: the ability to develop indicators measuring work performance that are not too expensive and an understanding of the principles of causal relationships that influence problems.

2. Policy ability to structure the implementation process appropriately. Policy makers utilize the authority they have to structure the implementation process appropriately in several ways: a) accuracy and clarity in the ranking of the official objectives to be achieved, the more capable a regulation is of providing careful instructions and clearly arranging a scale of priorities/order of interests. for implementing officials and other actors, the greater the possibility that policy output from implementing agencies will be in line with these instructions; b) the reliability of the causality theory which is required to include a causality theory which explains how the goals of reform efforts will be achieved through policy implementation; c) determination of the allocation of funding sources, availability of funds at a certain threshold level is very necessary in order to open up opportunities to achieve formal goals; d) hierarchical integration within the environment and between implementing institutions or agencies. One of the important characteristics that every good legal regulation needs to have is its ability to integrate the hierarchy of implementing agencies.

3. Variables outside the law that influence implementation, which include: a) socio-economic and technological conditions, time differences and differences between government jurisdictions in terms of social, economic and technological conditions have a very significant influence on efforts to achieve objectives outlined in a law. b) public support, the nature of momentary public attention that gives rise to certain difficulties, c) attitudes and resources owned by community groups. The changes to be achieved by a public policy will be very successful if at the community level, citizens have the resources and community attitudes that are conducive to the policies offered to them. There is a kind of local genius (local wisdom) possessed by citizens which influences the success or failure of implementing public policy.

2.2 Community empowerment
According to [5] said that empowerment which is termed by the "empowerment" is an effort to build community capacity, by encouraging, motivating and raising awareness of the potential they have and trying to develop the potential they have and trying to develop that potential into real

action. [4] explains that empowerment is an effort to gain power and linking the ability of the poor to gain access to resources that form the basis of power in a system or within an organization. Apart from that, Friedman also believes that empowerment programs have a scope and one of the related elements is the role of the government or state in the form of empowerment programs.

Another view of the concept of empowerment is presented by [6] explaining "Empowerment is the expansion of assets and capabilities of poor people to participate in, negotiate with, influence, control, and hold accountable institutions that affect their lives". These various views clearly show that the concept of community empowerment must be based on the involvement of all parties, both the government and all levels of society. Therefore, the formulation is taken that the concept of community empowerment is a development plan through a process of developing and utilizing potential resources that involves all parties, both the community and the government, to realize the welfare of the community in various fields. Thus, the targets and objectives themselves can differ according to the development sector being worked on. The aim of empowerment in the economic sector is not necessarily the same as the aim of empowerment in the educational or social sector, for example the aim of empowerment in the economic sector is so that the target group can manage their business, then market and form a relatively stable marketing cycle.

In the field of education, the aim is that the target group can explore the various potentials that exist within themselves and utilize their potential to overcome the problems they face. Meanwhile, the aim of empowerment in the social sector, for example, is so that the target group can carry out its social functions again with social roles and tasks, [7] In its implementation, [8] revealed that increasing the empowerment of a community is supported by several elements, namely Access to information, Participation, Accountability, Local Organizational Capacity. Empowerment patterns or models carried out in poverty alleviation basically have different models. Sometimes the community empowerment model is not based on existing concepts. Principles of community development See [9], namely Integrated Development, Human Right, Sustainability, Empowerment, Self-Reliance, Organic Development, The Integrity of Process, Co-operation and Participation.

2.3 Island Coastal Community

Coastal communities in general have become part of a pluralistic society but still have a spirit of togetherness. This means that the structure of coastal communities on average is a combination of characteristics of urban and rural communities. Because, the structure of coastal communities is very plural, so they are able to form cultural systems and values which are cultural acculturations of each component that forms the structure of society [10] Coastal and marine areas are dynamic island areas that are strategic for the development of various business sectors. The development of a number of business sectors, with a number ofstakeholder in the development of coastal and marine areas, without integration in development it will actually create new conflicts. To solve the problem of conflict between interests in the development of coastal and marine island areas, The World Commission on Environment and Development (WCED) [11]

Society is a group of people who are relatively independent, have lived together for a long time, inhabit a certain area, have the same culture, and carry out most of their activities within the group ([4]. [12] defines society as a group of people who have lived and worked together long enough so that they can organize and consider themselves as a social unit with clearly defined boundaries. [13] stated that integrated management of coastal and marine areas is an approach to coastal area management that involves two or more ecosystems, resources and utilization (development) activities in an integrated manner (integrated) in order to achieve sustainable development of coastal areas. Sectoral integration means that there needs to be coordination of tasks, authority and responsibilities between sectors or government agencies at certain government levels (horizontal integration); and between levels of government from village, sub-district, district, provincial, to central level (vertical integration). [14] states that integrated coastal area management

is a planning activity to manage coastal resources through participation or involvement by economic sectors, government institutions and non-governmental institutions that are related to the management of coastal areas [15]

2.4 Empowerment of Coastal Communities

The development of the archipelagic area is an effort to realize the sovereign rights of the Unitary State of the Republic of Indonesia (NKRI) as an independent country. Therefore, the scope of developing archipelagic areas is closely related to the issue of resolving Indonesia's territorial boundaries with neighboring countries which are very strategic for Indonesia from a geopolitical and geostrategic perspective. Peaceful resolution of problems and efforts to develop the archipelagic region along with handling the problems will strengthen the effectiveness of the implementation of foreign policy and diplomacy to achieve the goals as stipulated in the preamble to the 1945 Constitution. Specifically, in managing the outermost small islands, the government has also issued Presidential Decree 78 of 2005 concerning Management of the Outer Small Islands. The aim of managing the outermost small islands based on this Presidential Decree is to maintain the territorial integrity of the Unitary State of the Republic of Indonesia, national security, state and national defense, as well as creating stability in the archipelago area, through the use of natural resources in the context of sustainable development and empowering the community in order to increase welfare. The areas managed in the management of small outer islands include: 1) natural resources and the environment; 2) infrastructure and transportation; 3) regional development; 4) defense and security; 5) economic, social and cultural.

Conceptually, other policy directions are contained in [13] concerning National Regional Spatial Planning (RTRWN). The RTRWN has designated 9 state archipelagic areas and 26 National Strategic Activity Centers (PKSN) as archipelagic area service centers, which aim to provide community activity services, including cross-border activity services. Until 2019, RTRWN has programmed so that all island areas can be developed and improve their quality in the aspects of welfare, defense and security and the environment, as well as accelerating the development of 26 National Strategic Activity Centers. In recent years, the government has also issued Law Number 43 concerning national territory. [16] defines fishing community empowerment as conscious efforts that are planned, systematic and sustainable to build the social, economic and political independence of fishing communities by managing the potential resources they have to achieve sustainable social welfare.

3. Method

This research uses a type of research based on a qualitative approach. Research with a qualitative approach is an approach to explore and understand the meaning of individuals or groups that focus on social or human problems [17] Qualitative research is a series of information extracted from research results, namely facts or in the form of information, qualitative research design which is flexible and can change according to situations and conditions. The focus of this research is the Empowerment Process for Management of Coastal Areas and Small Islands in Simeulue Regency, Aceh Province, including enabling, empowering, protecting. The informants in this research were fifteen people consisting of the Simeulue Regency government, society, NGOs, media and academics. Researchers in conducting this research used three data collection techniques, namely observation, interviews and document collection. The data analysis process follows the interactive data analysis model from [18] namely analysis that is carried out continuously during data collection in the field until data collection is complete.

4. Results and Discussion

Community empowerment is an effort to increase the dignity of layers of society who are unable to escape the trap of poverty and backwardness in their current conditions. In other words,

empowerment increases people's abilities, strength and independence [19] The empowerment study in this research was studied in three stages, in the form of stages enabling, empowering, and protecting.

4.1 Policy Implementation

policy implementation based on [1] seen from the problems of policy implementation for management of coastal areas and small islands in Simeulue Regency shows that there are technical difficulties in the form of: a) the government is not siding with the people; b) lack of synchronization of vision and mission; c) lack of socialization. So, due to these technical difficulties, the implementation of policies for managing coastal areas and small islands in Simeulue Regency has not been implemented optimally. The government must coordinate outreach to all coastal communities and stakeholders involved in coastal area management and collaborate with technical experts for its implementation. Apart from that, the government must carry out strict supervision, especially on companies that collaborate in developing potential in Simeulue Regency with low staff capacity, because management policies for coastal areas and small islands in Simeulue Regency will be difficult to apply to this type of business. Qualified and educated human resources are also needed to implement this policy. Qualified and trained human resources can be obtained by specialists through socialization and professional guidance.

The next problem is that diversity among target groups greatly influences the effectiveness of initiative implementation, such as variations in local government financial conditions. Programs and activities with large capital and resources have greater opportunities to handle the management of coastal areas and small islands in Simeulue Regency compared to small scale companies with large capital. Apart from that, the level of education of the community and local government will also have an impact on the effectiveness of management of coastal areas and small islands in Simeulue Regency. Workers with a relatively low level of education will most likely face difficulties in understanding the management of coastal areas and small islands in Simeulue Regency.The opportunity for behavioral improvement means the extent to which policy makers hope to change the actions of their implementers. Policies that provide long-term benefits are usually more difficult to implement than policies that directly benefit the beneficiary group. Management of coastal areas and small islands in Simeulue Regency will not be immediately felt by the community, MSMEs as implementers because the perceived benefits appear to have long-term benefits. Several tourism businessmen, MSMEs, fishermen and the community in general also believe that management of coastal areas and small islands in Simeulue Regency can have an impact on improving the economy.

Policy implementation based on [1] seen from the ability of the policy to structure the implementation process. Implementation of the policy for management of coastal areas and small islands in Simeulue Regency shows that the transfer of authority has made it difficult to develop the Simeulue Regency area, especially in budgeting programs that specialized in coastal area management. In reality, there are several programs that do not receive a budget, because they are not managed by the regions, but by the center. So, the region, namely Simeulue Regency, cannot do anything in managing its territory. Meanwhile, policy direction in implementing policies for managing coastal areas and small islands in Simeulue Regency is good, with the preparation of development plan documents. However, from the data obtained in the field, in the development plan the data contained is not the latest data, but data from the last 6-7 years. Data related to regional development should be updated regularly, whether within a period of 5 years, 3 years, and regional development work plans (RKPD) which are regional planning documents for a period of 1 (one) year or called regional annual development plans.

The direction of regional financial policy in the 2022 Simeulue RKPD includes management of regional income, regional expenditure and regional financing, however, what is still a weakness is that the data in the RKPD is data from the last 6-7 years. Furthermore, in the process of implementing public policy, there is a lack of good communication between the implementing subject and the implementing object, so that the implementing object can question the policy, apart from that because the implementing object's opinions and suggestions as well as information

feedback are not timely. Deviations in policy implementation cannot be corrected in time, so that the effectiveness of policy implementation is disrupted. Local governments that are in a pressure system are not passive political actors. They have their own interests and determine their direction or choose resistance. Procedural justice in public policy is imperfect. The interests of society are the criteria for assessing whether government behavior is appropriate or not. For several reasons, it is possible that public officials have undermined public rights for private gain. Therefore, some obstructive procedures must be established to limit the operation of public rights. Formal access by outside parties cannot yet be carried out optimally due to the many limitations that exist from the regional government. These limitations include budget constraints, transportation that takes a long time, and high access costs to Simeulue Regency. Simeulue Regency. Inequality between sub-districts in Simeulue Regency is still very high due to inadequate access to infrastructure services, especially road and bridge infrastructure. Some of the authority for roads and bridges falls under the authority of the Province and the Center. Therefore, special attention is needed regarding provincial programs and activities in Simeulue Regency.

Policy implementation based on [1] seen from factors outside the policy in the implementation of the coastal area and small island management policy in Simeulue Regency shows that the socio-economic conditions of the community are at a poverty level of 18.49 percent in 2020, in 2021 the poverty rate is estimated to decrease by 17.49 percent. This reduction in poverty levels is due to the regional economy continuing to improve. Thus, the poverty rate in 2022 is estimated at 17.00 percent. Meanwhile, Simeulue Regency's Open Unemployment Rate in 2020 was 5.47 percent. The Open Unemployment Rate is projected to decrease in 2021 to 4.47 percent, so that in 2022 it is projected to continue to decline to reach 4.00 percent. However, the reduction in poverty rates is not directly proportional to the open unemployment rate, this is due to errors in data presentation. The higher the poverty rate, the open unemployment rate should have a positive and significant effect on the poverty rate. While media attention regarding the management of coastal areas or resources in Simeulue Regency is still minimal, however in the research that has been carried out there is interest in uncovering existing problems, it is a shame that this has not yet been implemented. As a consequence of media involvement, the study of public media is conductive to the construction of good interactions between public policy and public opinion. Activities and several programs related to the management of coastal areas and small islands in Simeulue Regency are part of public support, to increase the government's success in improving the welfare of the community, even though in reality this still requires even harder efforts and support. However, public support is likely influenced by a variety of factors, such as culture, demographics, perceived risk and environment, credibility of information sources, previous experience with the industry, and also level of personal knowledge and interest.

4.2 Enabling

Enabling is an aspect that creates an atmosphere that allows potential resources to develop. If a community has the ability in knowledge, it can be said that the community is very capable of improving its economic life. [20] stated that a concept of economic development which summarises the existence of social values is a reflection of a new development paradigm which has the characteristics "people centred, participatory, empowering, and sustainable". In this condition, information is really needed by the community, in the form of positive information related to existing potential. It can be assumed that the economic development efforts contained in the concept of empowerment are broader than just fulfilling basic needs or provide mechanisms to prevent further processes of impoverishment (safety net), whose thinking has recently been developed as an effort to find alternatives to past growth concepts [21] to create an atmosphere or climate that allows society's potential to develop (enabling) which is an introduction that every human being, every society, has potential that can be developed.

In developing the tourism sector, it is certain that every tourist arrival has the potential to gain economic value. This positive information is issued in the form of self-empowerment and receiving empowerment from the government and other parties for the community, so that they have the

knowledge and skills to produce added value to offer to tourists. Based on Government Regulation Number 50 of 2011 concerning the National Tourism Master Development Plan for 2010-2025, the institutional aspect also explains that tourism development is carried out by collaborating between government organisations, regional governments, the private sector and the community, thereby providing an equal role between the government and the community. It is hoped that it can accelerate tourism development.

Providing this information [22] is part of empowerment and is strengthened through empowerment by changing perceptions in the community (empowerment strategy from the aspect of leaves and branches-conformist empowerment; [23] In the village government aspect, there is autonomy in using the budget, including allocations for empowerment of the community. [24] also stated that information is a means for society to gain access to power and opportunities. Power here is not defined literally, but the meaning of power is the ability of the community, especially local village communities, to gain access and opportunities to fight for their basic rights. Information provides new treasures and insights for people to improve their quality of life. This information is not only in the form of written words, but can also be obtained through group discussions, poetry, stories, debates, street theatre and street opera in culturally different forms and usually using media such as radio, television and the internet.

4.3 Empowering

Empowerment is termed "empowerment" which is an effort to build community capacity, by encouraging, motivating and raising awareness of the potential they have and trying to develop the potential they have and trying to develop that potential into real action [25]. Community empowerment is carried out at least by paying attention to the following approaches and strategies [26] the efforts made must be directed, popularly called partiality, these efforts are aimed directly at those in need, with programs designed to overcome their problems and according to their needs; The scope of assistance becomes too broad if it is handled individually.

As a community living in coastal areas, fishing communities have their own social characteristics that are different from communities living in mainland areas ([27] Community empowerment can be interpreted as a link for development concepts, both macro and micro. Within this framework, various inputs including funds, infrastructure and facilities allocated to the community through various development programs must be placed as stimuli to spur the acceleration of community socio-economic activities. Another view of the concept of empowerment was put forward by [28] explaining "Empowerment is the expansion of assets and capabilities of poor people to participate in, negotiate with, influence, control, and hold accountable institutions that affect their lives". In an academic sense, community development is known as a method of social work whose main aim is to improve the quality of life of the community through utilising the resources available to them and emphasising the principle of social participation [29] Community development in general includes planning, coordinating and developing various activities for creating community programs or projects and involving several actors, such as companions, local communities, donor agencies and related agencies, who work together from design, implementation, to evaluation of the program or project.

[30] revealed that development carried out through community empowerment is still running independently, due to a lack of communication and coordination. MSMEs as the basis of the people's economy are expected to be the driving force in absorbing the workforce (pro-job) in Simeulue Regency. Labour is one of the most important factors in the activities of a business. Like wise in MSME units, the workforce really determines the sustainability of the business. Simeulue Regency's natural resource potential cannot yet be utilised optimally. Management activities in Simeulue Regency are still limited and only take the form of isolating micro, small and medium scale businesses. One of the reasons is that fish management technology is still minimal. A part from the lack of mastery of management technology, there are also no industrial scale processing

units, because market access in Simeulue Regency is still limited. This happens because on average the business is run alone by the owner, business actor, and at the same time the employee. From the existing business fields, it can be seen that the largest number of workers are absorbed in trading businesses.

4.4 Protecting

Protecting is an aspect of protecting and defending the interests of the community, so that the existing empowerment concept can be implemented in a sustainable manner. Protecting means empowerment by protecting and also defending the interests of weak communities. [31] revealed that increasing the empowerment of a community is supported by several elements, including: 1) participation; 2) accountability; and 3) local community capacity. Participation in empowerment is a process carried out "from below" and involves institutions such as individuals and groups. Meanwhile, in reality, social inclusion requires systemic change that starts "from the top." The participation element simply means how the local community is involved and what role it plays. In the management of coastal areas and small islands, there are two basic paths that must be taken to improve the living standards of fishermen. First, change the status from traditional fishermen to modern fishermen. Second, they remain traditional fishermen, but receive more powerful facilities and have other economic support capabilities [32] However, in its implementation these elections have an influence on government resources and the internal conditions of fishermen. [33] explain that community empowerment does not mean that people become increasingly dependent on various grant programs (charity). Role of Stakeholders Empowerment level of respective involvement in the initiative and creativity process. starting from directing, delegating, enabling, and empowering [34] Because the ultimate goal of community empowerment is to become independent, enable and build capabilities that are expected to advance society in a better direction on an ongoing basis [35] outlines a community development strategy, namely: 1) Our efforts must be directed, this is what is popularly called partiality, it is aimed directly at those in need with programs designed to overcome their problems and suit their needs. 2) This program must directly involve or even be implemented by the target community. Involving the people who will be assisted has several goals, namely so that the assistance is effective because it is in accordance with their wishes and recognizes their abilities and needs. 3) Using a group approach, because individually it is difficult for poor people to solve the problems they face. Also, the scope of assistance becomes too broad if it is handled individually. Therefore, the group approach is the most effective and in terms of the use of resources it is also more efficient. Apart from that, business partnerships between these groups and more advanced groups must continue to be fostered and maintained in a mutually beneficial and progressive manner.

Simeulue Regency has high potential for coastal and small island resources with diverse regional characteristics. Apart from that, most of the industrial activities in districts/cities are in coastal areas, and industrial activities in coastal areas are related (backward and forward linkage) which is strong with other industries. We need to know that coastal areas are a local resource base (local human resource) for the fishing industry or known as resources-based industries and coastal areas and small islands have advantages (comparative advantage) as reflected in the potential of its fish resources. Coastal areas have strategic significance because they are transition areas between land and sea ecosystems, have the potential for very rich natural resources and environmental services (both in type and quantity[36] Resource wealth (resource) creates an attraction for various parties to utilize resources and various agencies have policies to regulate their utilization.

In efforts to develop the community of Simeulue Regency, [37] stated the importance of accelerating structural change, which includes the process of changing from a traditional economy to a modern economy. The main role in this assistance is expected to be a bridge to increase community power regarding coastal area management, both from an economic, social and environmental perspective. To realize the welfare of the fishing community in Simeulue Regency,

what can be done is 1) Fishery empowerment must be able to focus on traditional fishing communities, such as involving families in an impersonal setting. 2) Procurement of assistance provided must be more long-term oriented and strategic in nature, such as facilitating ownership of production assets to fishermen. 3) Increase the durability and value of the products that fishing communities produce. 4) Program specifications are needed, especially programs that have the main objective of empowering fishermen. 5) Encourage fishermen in Simeulue district to continue to be more productive, efficient and able to compete. 6) Community participation coincides with the community empowerment process. 7) Likewise, it is an important concept in community-based tourism development, so it can be understood that community participation is absolutely necessary to mobilize the community in tourism development. This is relevant to the development of ideas that lead to change from below or bottom-up practices in community development. Tourism as an industry has a strong relationship with economic, socio-cultural and natural resources, and is a reliable basis for the existence of tourism activities. Likewise, the local community of Simeulue Regency people who live side by side with a tourist destination are intertwined and have become part of a tourism ecological system that is interconnected with various aspects.

4.5 Locality Development

Determining coastal areas in Indonesia uses definitional boundaries based on an ecological approach combined with a planning approach to show the legal boundaries of Indonesia's coastal areas. According to Law Number 1 of 2014 concerning Amendments to Law Number 27 of 2007 concerning Management of Coastal Areas and Small Islands, coastal areas are transition areas between land and sea ecosystems which are influenced by changes on land and sea. Meanwhile, small islands are islands with an area smaller than or equal to 2,000 km2 and their ecosystem. Specifically, in managing the outermost small islands, the government has also issued Presidential Decree 78 of 2005 concerning Management of the Outer Small Islands. The aim of managing the outermost small islands based on this Presidential Decree is to maintain the territorial integrity of the Unitary State of the Republic of Indonesia, national security, state and national defence, as well as creating stability in the archipelago area, through the use of natural resources in the context of sustainable development and empowering the community in order to increase welfare.

At time regional autonomy, optimizing coastal area management and can be successful because: 1) management of regional resources is brought closer to the actors and stakeholder closest (community and region); 2) respect and accommodation for local wisdom and local customary laws; 3) Transparency in the allocation and determination of space and resource policies; 4) involving active community participation in every policy making; 5) increasing the community's sense of ownership of the resources in coastal areas [38] The presence of the regional autonomy policy implemented through Law Number 23 of 2014 concerning Regional Government is expected to give large authority to regions to regulate their territories in accordance with community aspirations. This law is considered to have a democratic character because it contains regulations which are considered to provide a way for the empowerment process for local communities [39]ncluding coastal communities.

Juridically, the concept of community is regulated in Article 1 number 32 of Law Number 1 of 2014 Amendment to Law Number 27 of 2007 concerning Management of Coastal Areas and Small Islands which emphasizes that society is a society consisting of customary law communities, local communities and traditional communities. Coastal communities are an important element in the development of coastal areas. An important element in sustainable coastal area development is developing coastal areas and empowering coastal communities (community-based development) [40]. Local community development is a stage carried out towards the process of community empowerment. Meanwhile community empowerment, namely the approach in the context of dependency theory [41] Local community development in this context is different from community work. This is because in the development of society there is social transformation or what is called

social change. Community development activities are focused on strengthening social interactions, creating a spirit of togetherness and group solidarity so that social cohesiveness is built that is productive and sustainable for the long term [41]

[42] explain that, "Community empowerment does not mean that society becomes increasingly dependent on various grant programs (charity). The meaning of protecting is not only limited to protecting the weak, but also functions more broadly to maintain the sustainability of empowerment programs. Often the embodiment of the protecting process in empowerment is by providing assistance or socialization. Implementation of community empowerment in coastal areas and small islands, accompanied directly by the Department of Maritime Affairs and Fisheries, the Department of Tourism and Culture, provides counseling and outreach to groups that play a role in managing coastal areas and small islands, such as fishermen groups, Sapta Pesona, industry group. Not only inviting these groups, but all communities in the coastal area, namely Simeulue Regency, need to be empowered, socialized and invited as one of the empowerment strategies.

The main role in this assistance is expected to be a bridge to increase community power regarding the potential that exists in Simeulue Regency, both from an economic, social and environmental perspective. Therefore, assistants or extension workers must be professional, in the sense of having certain qualifications regarding personality, knowledge, attitudes and skills in facilitating community empowerment. In Simeulue Regency as a coastal area and small islands, counseling involves local groups that are more trusted by the community, because conveying information related to empowerment programs for local groups can better understand the mindset of the people of Simeulue Regency and the people who work on the islands. Thus, information obtained from counseling and assistance by the government such as the Maritime Affairs and Fisheries Service, the Tourism and Culture Service, and other institutions can be delivered on target and easily understood by village communities.

5. Conclusion

This research found that the Implementation of Empowered Management of Coastal Areas and Small Islands in Simeulue Regency, Aceh Province is seen from the perspective of: a) Enabling, namely that Simeulue Regency has large natural resource potential, namely the potential for salt and seaweed farming, tourism, capture fisheries and cultivation; b) Empowering, namely the government has not maximized the potential of the Simeulue region, especially in the existing resource management industry. Salt farming and seaweed farming cannot develop due to limited human resources. Fishing is also still done traditionally; c) Protecting, namely protection of the results of empowerment is not yet sustainable, because there is no regular socialization or training. Salt farming which eventually died, seaweed farming which did not continue, fisheries which are still managed traditionally, and tourism which has not carried out maximum outreach and has not provided maximum support. This research suggests that the span of control needs to be clearly regulated at local government levels. This article also suggests encouraging local community participation by establishing intense communication and collaboration patterns, changing the pattern of individual empowerment directly given to potential local individuals who have high commitment. The research and supporting arguments used in this study can contribute to advancing current discussion efforts in the field of management and public administration. Therefore, this research is very relevant to be applied in further research using quantitative, qualitative and mixed methods.

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