

An Ecological-Oriented Policy Development Framework as An Alternative to Contesting Land-Oriented and Maritime-Oriented Paradigms (Learning from Segara anakan and Riau Archipelago Province)

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ABSTRACT

Two diverging geography-oriented Policy development paradigms have been prevailing within the discourse of The Indonesian context, namely land and maritime-oriented paradigms. The two paradigms often emerge in ideological discourses that predispose national identity. Throughout Indonesia's history, lessons on Development paradigms seem to alternate between two paradigms. However, since 2014, the maritime paradigm has taken a dominant role in the Indonesian lessons.

This paper proposes empirical data associated with the environmental, economic, and social conditions of Segara Anakan, Central of Java and Riau Archipelago Province; we show how the land paradigm has undesirable consequences. Segara Anakan is a coastal region in which various communities have for decades developed economic activities. Significant environmental damages in the region have been reported and social conflicts have occurred unresolved.

Instead of choosing between land and maritime paradigms, we propose a more ecological-oriented development framework that is based on actor-network theory. We emphasize key measures: registering relevant heterogeneous entities, including human actors, social groups, small islands, straits, ocean inhabitants, etc; consultations that involve various spoke-persons. We argue in the paper that both land and maritime paradigms are too macro in their scope to tackle heterogeneities and complexities in the regional areas.

Keywords: Maritime paradigm, Land paradigm, Ecological Policy-Development, Actor-Network-Theory.

ABSTAK

Dua perbedaan pengembangan paradigma kebijakan yang berorientasi kewilayahan telah terjadi dalam diskursus konteks pembangunan di Indonesia, yaitu paradigma kebijakan pembangunan yang berorientasi darat dan paradigma kebijakan pembangunan yang berorientasi laut atau maritim. Kedua wacana paradigma tersebut sering muncul dalam wacana ideologis yang mempengaruhi identitas nasional. Sepanjang sejarah Indonesia wacana tentang paradigma pembangunan seakan berganti-ganti antara dua paradigma tersebut. Namun sejak tahun 2014 paradigma pembangunan kelautan atau maritim memiliki peran dominan dalam diskursus pembangunan kebijakan di Indonesia. Penelitian ini mengusulkan data empiris yang terkait dengan kondisi lingkungan, ekonomi, dan sosial di Kawasan Segara Anakan di Jawa Tengah dan di Provinsi Kepulauan Riau. Penelitian ini menunjukkan bahwa paradigma kebijakan pembangunan yang berorientasi darat telah mengakibatkan konsekuensi-konsekuensi yang tidak diinginkan terutama pada wilayah pesisir. Segara anakan yang merupakan kawasan pesisir dan tempat berbagai komunitas yang selama puluhan tahun mengembangkan kegiatan ekonominya. Kerusakan lingkungan yang besar di wilayah tersebut telah terjadi dan konflik sosial terus terjadi tanpa

terselesaikan. Alih-alih memilih antara paradigma kebijakan darat dan paradigma kebijakan maritim atau laut. Penelitian ini mengusulkan kerangka kerja kebijakan pembangunan yang lebih berorientasi ekologi yang berdasarkan pada teori jaringan aktor.

Kata Kunci : Paradigma Kebijakan Maritim, Paradigma Kebijakan darat, dan Pengembangan Kebijakan Ekologi, Aktor Network Theory

BACKGROUND

The Development paradigm in Indonesia cannot be separated from the land development paradigm and the marine development paradigm. Both of these paradigms have often appeared in ideological discourses, which have become debates in determining national identity. Indonesia is an archipelagic country that has been recognized worldwide with UNCLOS 1982 (Part et al., 1970) The existence of UNCLOS increasingly marks that Indonesia is a country that must manage the marine sector as a consequence of an island nation.

The geo-oceanographic conditions of Indonesia's the territory as an archipelagic country make Indonesia have so much abundant potential for natural maritime resources. The Potential of marine resources and history maritime was glory in the past so that the spirit revived Indonesia's maritime glory is not impossible. Declaration Djuanda 1957 has given new hope to restore the glory of Indonesia as a maritime nation. Furthermore, it is necessary to adjust the mindset, attitude pattern, and the nation's action pattern based on the awareness of the marine space of the place Indonesian nation is through marine-oriented Development (Ndana, 2017).

Meanwhile, this is contrary to the direction of Indonesia's Development which

has not prioritized the marine sector.(Lasabuda, 2013). History records that the ancestors of the Indonesian people embraced the direction of Development-oriented to the marine sector by integrating land and sea. Sriwijaya and Majapahit are examples of government patterns that adhere to development in the marine sector.

Sriwijaya and Majapahit are known as a an excellent archipelago civilization that has glory towards its maritime affairs.(Ri & Soekarno, n.d.) This great civilization has sailed to Madagascar and South Africa, making this nation have a long history with the sea. However, since the arrival of people from Europe, especially the Netherlands, the Indonesian maritime and maritime habits began to disappear, because sea routes were controlled by the Dutch and used for their trade purposes. The many factors that led to Indonesia's development orientation becoming more in the land sector made marine Development in Indonesia not yet optimal.

Two different meanings also tend to be conflated in 'development' discourses: first, development as any intervention that aims to alleviate poverty and improve quality of life; and second, development as a process of transition 'toward a modern, capitalist, industrial economy (Tiwari et al., 2016). Meanwhile, the system of governance in Indonesia, when viewed

from a marine perspective, experiences changes that are so long and complex. Indonesia experienced a shift from a nation that lived with the sea then ignored the sea until finally, at this time began to see the sea as the future of the nation and began to prioritize the marine sector.

The direction of development ecological policy framework in Indonesia has not found the ideal form to date, considering we are still in the process of finding and finding the ideal form for development in this country. The problem is not for us to choose either land or sea. The question is, how can we explore land and sea in a balanced way?.

METHOD

This research emphasizes the exploration of phenomena, using a Phenomenological qualitative approach. Explanations were not to be imposed upon a phenomenon in advance. Rather, the phenomenon was to be understood as that thing appears to consciousness, by what is given to the

People defining Development as 'modernity', look at development largely in economic terms. This conception of development underpins much of the work of international organizations such as the World Bank. Also, many national governments in both the Global North and Global South (Willis, 2011) Further than that Policy in Development must be seen as a multidimensional process that includes a variety of fundamental changes to the social structure, attitudes of society, and national institutions, while still pursuing accelerated economic growth, handling income

phenomenologist in experience (Simpson & Ash, 2020).

This method is also used to understand fundamental issues related to the phenomenon of Policy in development in Indonesia, and case Studies of land-sea dichotomies in Indonesia. Also, this study uses the analysis of ANT (Actor-Network Theory) to find out the actions involved in the structure of the problem and its relation to each other comprehensively (Yuliar, 2005). ANT is simply a way of saying that the task of assembling a common world cannot be contemplated if the other mission is not pursued well beyond the narrow limits fixed by the premature closure of the social sphere (Latour, 2005). Since Latour's actant perspective (2005) aims to construct an equally relational network between active objects and actors, the perspective of social affordance could also provide an alternative approach to examine the networking relations between real social practices of actors and real affordable properties of objects (Chen & Wu, 2021).

RESULT AND DISCUSSION

inequality, and alleviating poverty. So in essence or the adjustment of the social system as a whole, without ignoring the diversity of basic needs and desires of individuals and social groups within them, to move forward towards a better, material and spiritual life condition (World Bank, 1991), and How 'development' is interpreted by actors on the ground and what links this might be seen as having with conflict and peace dynamics (Tiwari et al., 2016).

Segara anakan is a coastal area (meeting between land and sea) in Cilacap Regency,

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Central Java Province. To see how the constellations of the sea and land phenomena in the region of *segara anakan* are very feasible to be used as an exciting study location, then due to the occurrence of

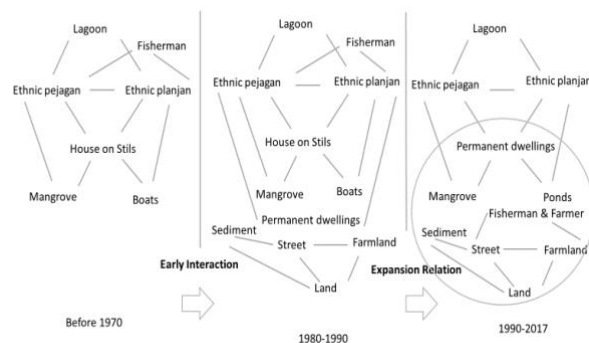
damages in the upstream watershed causes changes in ecosystems in this area. The following is a description of the broad changes *segara anakan*. Tabel 1. Describe Actors Dimension in *Segara Anakan*.

Tabel 1. Actors Dimensions in Segara Anakan

Dimension	Description
<i>Actors Human</i>	• Fisherman
	• Ethnic Pejagan
	• Ethnic Planjan
	• Farmland
	• Mangrove
<i>Actors Non-Human</i>	• Lagoon
	• House of stils
	• Boats
	• Permanent Dwellings
	• Sediment
	• Street
	• Land

Source: Author's compilation

Figure 1 Formation from land and sea interaction of Segara Anakan, Central Java



Source : Author's compilation

The

following is an overview of the broad changes *segara anakan* region : In tracing

using ANT related to regional phenomena, the children

will divide into three tracing phases. The first phase in the pre-1970 phase is the phase where the *segara anakan* working as fishermen and have stilt houses made of wood and boards, and the lagoon area is still 4,737 ha. In the second phase, in this phase, the emergence of land agency arises resulting from continuous sedimentation, then the arising land begins to attract the people to come to the area *segara anakan*. This phase occurred in the range of 1980-1990, and the last was the third phase; this phase existed when agricultural land began to be opened up a lot, the choice of people's jobs began to increase. There are farms, fishing, agriculture and trade. This phase occurs in the range 190 to 2015. Then the following is a description of the network description in the three phases:

First phase:

Segara anakan area is the estuary area and a lagoon, where land meets the sea. Before 1970, most of the residents of *Segara Anakan* area worked as fishermen (Dian Kusumawardhani, 2017). Because at that time, the area of the lagoon reached 4737 ha and had abundant fisheries resource potential.

"... It used to be right the majority of fishermen yes the Kampung Laut, when the sea is still widespread, if now would it little ..." (Mr Wahyono, Village Chief Clay Pucung, activists Mangrove Segara Chicks) As soon chicks still widespread and yet sedimentation people *segara anakan* already friendly with the sea, many rely on the sea as livelihoods and live affiliated with the sea. The houses of the residents were built to adjust to the form of the fresh / lagoon nature, namely the house on stilts.

There is no permanent home like today. The transportation equipment used is a boat because the area that reaches 4737 Ha is vast extensive, making the accessibility of the residents more use of the boat. After all, the water is still extensive and deep.

In the phenomenon of this study, the mangrove forest at the beginning of the phase still grew heavily. The forest in the upstream area was still dense so that water absorption and soil retention by the roots of the trees were still excellent, so that when heavy rains did not carry the water and then flowed to immediately. Trees have a pretty good role in preventing the deposition of land in the downstream area, which is in the immediate vicinity of tillers.

The indigenous people of the *Segara anakan* area are commonly referred to as Pejagan tribes, while the women in the area are called female tribesmen; female tribesmen work as shrimp paste makers. Terasi is processed from the fish catches of their husbands. Terasi processing equipment is familiar with the lives of tribal women in that era. Also, some tribal children have habits to help their parents sell after they go home from school.

The lives of fishermen and fishing are the basic life of tribal people who have been going on for generations since ancient times. The sea becomes an agency that has a role in people's lives. The life order of the people is still natural; they sell fish catches to intermediaries. Even though the government has prepared fish tanks but people are reluctant to sell to TPI because of the far-reaching transportation reasons and the reason for intermediaries who will help them if they experience difficulties such as

damage to fishing gear or lack of mode to go to sea.

"... Fishermen might lose if they sell to TPI, because the transportation is far away ... Yes, the budget is more expensive, one. The second is the fishermen here, in Ujung Alang, for example the tools are damaged, ask for help from the collectors, yes for free. "(Pak Wahyono (Head of Lempung Pucung Hamlet, Activist of Mangrove Segara Anakan, 2017)

Phase Two:

The existence of freshlings as sea agencies makes the livelihoods of *segara anakan* residents a fisherman. Grouping occurs due to the presence of sea agencies used by residents as a place for them to survive, namely by fishing and working as fishermen. This grouping then forms community members who are pro-sea. Citizens who have the same profession establish relationships, relations can be seen from their compact not to go to sea on certain days.

"So, now that culture is starting to reduce. So if in the past Malem Friday kliwon were all perai. At the time I was in my 80s until the 90s, but now it's not. Because, how come, the person is difficult, so he still works. But if here, the culture is still there, for the sea and earth alms ritual that still exists, that Syuro month, precisely on Friday kliwon or Tuesday kliwon, there must be selamatan until there too, still running. "(Heri Sukandar (Fisherman Ujung Gagak Village, Chair of the Kampung Laut SAR Team, 2017))

Furthermore, the *segara anakan* area, an estuary, is downstream for several rivers around the immediate area. The

watersheds that enter the Segara Anakan area are the Citanduy watershed and the Cibeureum watershed. Because population growth is getting higher upstream, the settlement continues to move towards the hill and makes many housing contractors expand the area towards the water absorption site, then this causes when the rain falls make the soil agency and mud carried by rain and flow to the citanduy watershed and Cibeureum watershed and make sedimentation in the area immediately. Continuous sedimentation makes a lot of mud into the immediate area. The high rate of sedimentation in the lagoon, mainly from the Citanduy watershed (70%) and the Cibereum watershed (30%).

The presence of pollution and sedimentation of lagoon waters due to the influx of water flow from several watersheds that empties into the seas has occurred for a very long time and it has been able to be resolved. Sedimentation that continues to appear at a very high rate raises concerns about the sustainability of the *Segara Anakan* Lagoon. Thus, Lagoon area experienced tremendous shrinkage in the last 33 years from 4,737 ha in 1978 to only 673 ha in 2011.

"Fishermen, there were no agriculture here. It used to be the sea here, right? I am still, because I was born in 65 years old, still experiencing a lot of the extent of Segara Anakan. From Ujung Alang, Ujung Gagak, the Panikel is still visible to each other, if it has now closed the forest due to sedimentation "(Mr Wahyono (Head of Lempung Pucung Hamlet, Activist of Segara Anakan Mangrove, 2017)

The existence of sedimentation agencies makes land agencies arise, which then makes the area of the land in *Segara anakan* increasing, then the residents build roads from the existence of the arising land, which then changes the social constellation in the *Segara anakan* area of the land. The effect of this rising land has made residents change the shape of their houses, which are all on stilts into permanent houses. Now the change in the shape of houses in the immediate *segara anakan* area is felt. This change also shows an increase in social class in the society.

"If first there is no good house, all stages, but obviously there is nothing good. Because first, if it is too heavy, it can sink, because it uses pole, and first income, first earning a lot, but the price is not in accordance with food prices, so up to one house can be two families, three families ... "(Pak Nurjoni (46 years old, the former fisherman in Ujung Alang village who has a profession as an entrepreneur, 2017)

Accessibility of citizens has also changed from phase one, which uses boats more in phase two; because land arises there were already many roads built so that residents could walk or use motorbikes to move places. Because road agencies make accessibility easier and relations between citizens become stronger.

The presence of arising lands attracted the interest of residents from around as soon as the people, especially from Cilacap, Pangandaran, Kuningan, Karawang, and Cirebon. These immigrants became known as the planjan tribe. The site has an average population with agricultural characteristics, so that the residents of this newcomer have the ability in agriculture and

begin to open up agricultural land. This shows an anti-group of migrants who are primarily land-oriented. Over agency controversy among the indigenous people, namely the Pejagan tribe and immigrants, namely the Planjan tribe, created controversy between the two. Residents then recognize the stakes that have been installed as their land.

Third Phase:

The thing that seems to change in this third phase is the influence of the sea agency, which has decreased considerably compared to the first and second phases. In the first phase almost all residents had a relationship with the sea / sea, while in the second phase, a land agency had arisen, which triggered an anti-group of migrants who were more land oriented.

There used to be no interest in the land; now the land becomes something crucial. Ground arises as a value that causes migrants to compete in pegging the ground, then sell the land to immigrants. The price of land has now become more expensive and land has become an agency that relations between residents and people with migrants.

"The range, if it used to be cheap, if I don't know now, if in the past per hectare was only 1 million, around 90's, 95. But now I buy a house, half a hectare already 8 million "(Heri Sukandar (Ujung Gagak Village Fisherman, Chairperson of the Kampung Laut SAR Team, 2017)

Because expensive land prices make residents roll out land and sell land to migrants, many residents of Segara Anakan have new land because of their stakes. For land to be an agency between the two people in the immediate area, then it is not

surprising that the land has an impact on the relations between the two residents, between indigenous people and immigrants, the sedimentation in the area is as young as the one previously mentioned due to activity in the upstream area, such as making settlements that are increasingly prevalent with residential contractors, then disturbing the forest ecosystem in upstream region. Forests that are supposed to become land buffers are deforested because they are converted to housing, which then triggers a high water discharge when it rains, triggering the soil to be carried away by rainwater and causing many streams of water to bring soil material immediately, besides global activity the community in the first place is like making concrete in the soil layer that absorbs water so that the surface.

Run-off will increase the flow of water on the surface until it reaches its immediate level. Next will be described it localize the global in the next section.

"So if that's the case, what was said by Mr. Wahyono, I turned 2, I couldn't sell it, until I got 20 stakes until now I didn't have it, sold it. But if I get it from the village, at least 2 hectares, if there are 2 hectares you can. But if I buy less than 2 hectares, I buy 500 thousand, 1 million, I buy. If I do, sea products cannot, there are still rice fields. "(Heri Sukandar (Ujung Gagak Village Fisherman, Chairperson of the Kampung Laut SAR Team, 2017))

Land acquired up to more than 10 hectares. Thus the emergence of this land makes residents in the area as soon as possible helped because of this arising land. Many residents get land of up to 3 hectares per person. The existence of this land made

the choice of job opportunities available open wide. Later, the presence of agricultural land, aquaculture, fishing ponds and trade became a job choice for the people of the region *segara anakan*.

"If it covers the acre, I don't understand, because it happened not here, but I think because there are 5 people per person, 7 hectares and even 10 hectares per person. At least 3 neng, 3 hectares. "(Emak - Immigrants from Karawang, Owner of Bondan Hamlet Pond, 2017).

However, this arising land also has part of the land that belongs to Perhutani. Most Perhutani land is planted with mangrove trees, but there is also arising land that is not produced with mangrove trees. The land that was not produced with mangrove trees was allowed by Perhutani to be managed by the community, which made some residents work the land claimed by Perhutani to be land for farming and land for fishing.

"Yes, the land that went there, it was not worked on, entered the village, which was cultivated by Perhutani. Cuma Perhutani is not rich or concerned. Yes, it means that like this, Perhutani has the advantage, cooperating with the community, then being able to palm trees in a pattern that doesn't work, it can't be 100%. I see here the community, no one takes care of it from Perhutani, while the village collides with the Perhutani land area. The village wants to make the best, but it collides with the area, even though this area is in the village, Ujung Alang, only, the management is indeed Perhutani "(Emak - Migrants from Karawang, Owners of Bondan Hamlet).

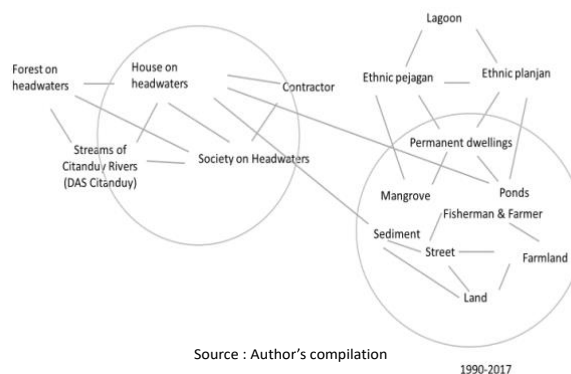
In addition, in this third phase, a relationship begins to weaken between

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residents and mangrove trees. Planting mangrove trees is replaced with albiso trees, because the selling price of albiso trees is much higher. Poverty suffered by coastal communities in Kampung Laut constantly because their land is looking for fish to be farther and farther towards the ocean and also the area that is now becoming increasingly narrow makes the income of fishers shrinking. This is what causes the coastal communities of Kampung Laut to look for various alternative livelihoods to survive. In this phase tother agencies arise

besides immediately, namely fishing pool agencies, aquaculture agencies, trade agencies, and agricultural agencies. The agricultural agency then changed the constellation of life in the region. The migrants (the planjan tribe) who are already accustomed to cultivating rice, then bring and implement the rice cultivation in the area. As a result, agricultural land has become more extensive, and many indigenous people also learn how to cultivate rice for young people.

Figure 3 Relation from headwaters to Sediment on Segara Anakan, Central Java.



Actors who have relations with one another make social constleation in this region so dynamic. Perhutani, as a party claimed to be one of the landowners, arises, allowing the community to manage the land. People who "accept the mandate" to work the land then use the land to become farmland, like the mother who uses the land to become fishpond fishponds. Also, Pak Wahyono as a fisherman and chairman of Lempung Pucung Hamlet and Mangrove Activist, Segara Anakan, is an example of an actor who wants dredging in the nursery so that the lagoon is deep and the mud on sedimentation is not increasing. According

to Pak Wahyono, all residents of Segara Anakan want dredging so that fishers can return quickly in fishing. This is contrary to Pak Nurjoni as an actor who has shifted his profession from a fisher to trade because according to him now the profession of fishermen is not promising especially to send their children to school. This is also similar to Emak, the actor who owned a farm business which Perhutani Then gave SKD.

"Given that, name, what's it called SKD, for 1 KK how many, how many hectares is that." (Emak –Immigrants from Karawang, Owner of Bondan Hamlet Farm)

SKD is a letter permit to work from Perhutani to residents to obtain work on the land so that there is no one who interferes in working on it. Then the profits from the cultivation of the farm's land are shared with the cultivators. The explanation above shows the existence of Object to have agency where the existence of land arises can have a tremendous influence on the community's order of life. Besides, the presence of land arises to create a controversy regarding the income of fishermen who are declining but there are also a number of job choices for the community and something that has value that changes the view of the people from being sea-oriented to land-oriented.

The local people are the best to manage how to deal with the border issues, deal with this geographic area, and have their own local knowledge. So we need to use their knowledge and wisdom to manage, and the donors need to think of how to help them, empower them, and support the federal system. Then we can move forward for peace and reconciliation (Décobert, 2020). At this point, it is also influence for society in that place, Ecological function reflects the ability of the land to provide ecological goods to support high-quality human production and life. The evaluation of the county-level ecological function across the whole nation is crucial for sustainable land management (Xia et al., 2020).

Case Of Riau Archipelago Province

The northern region of Indonesia, Riau Islands Province, is an archipelago characterized by borders with several neighboring countries such as Singapore,

Malaysia and Vietnam, This area is a route for international trade and a silk route.

Therefore the northern region of Indonesia is already accustomed to trade and shipping. While the central region of Indonesia, namely the Java Island region, is a region that has the characteristics of provinces that are more focused on land due to the large number of plantations since the Dutch era. This is different from the Eastern Region of Indonesia, which is indeed an area consisting of a group of small islands that are characterized by the sea, because the sea connects the small island in the Eastern Region.

Marine development in the area of the Riau Islands Province, which in geo-oceonegraphy islands has not been able to realize the NKRI as an archipelago. Development in Riau Islands Province, which is geo-oceonegraphically the islands are still land oriented. It can be seen from the highest constituents of the Riau Islands economy is the land sector, and this province is a newly formed province so that the direction of development is still similar to the parent province of Riau province which is oriented to land because it has oil, natural gas and oil palm plantations and islands Riau does not yet have a Zoning Plan for Coastal Areas and Small Islands (RZWP3K) where it is very important for the development of the Riau archipelago (KKP & DKP Prov Kepri, n.d.).

As a province that is geo-oceonegraphically shaped in the form of islands, the economic development of the Riau Islands Province has exposed the land sector (Perikanan, 2017), namely the manufacturing industry sector, the construction sector and the mining and

quarrying sector. The economic growth of Riau Islands Province, which was ranked 33 of 34 provinces in Indonesia in 2017 (Republika, 2017), and experienced negative economic growth, shows that the Riau Islands Provincial Government has not been able to optimize the excavation of its marine economic resources.

The Department of Marine Affairs and Fisheries, the DKP of Riau Province until this research was conducted has not become the spearhead for marine development in the Riau Islands Province. It can be seen from the highest constituents of Riau Islands economy is the land sector, the budget for marine development is small, and the number of DKP employees is less than 105 people, the economic growth of Riau Islands is ranked 33 out of 34 provinces in Indonesia, and in 2017 experienced negative economic growth.

From Riau province, it can be seen that the land and sea constellations are indeed interesting things to observe. Moreover, many provinces in Indonesia have the characteristics of the sea that have not yet made the sea their "living room".

Riau, which has marine ecological characteristics, still uses land as a top priority in policy. Eventhough The evaluation of the county-level ecological function across the whole nation is crucial for sustainable land management, which has not been implemented effectively in China (Xia et al., 2020).

Lesson learning from Those case

Xinyi long mentioned that the larger the HDI, the higher the level of human well-being development characterized by HDI. On the contrast, the lower the EF, the

less natural capital consumption, All four regions have reached a high level of human development, with the HDI above 0.7 which is considered as 'high human development', but the EF exceeded its biocapacity (meaning the ecological deficit). (Long et al., 2020) it means that development will always be propotional with ecological principles. Then there are five main obstacles in marine-based national development, namely a land-oriented perspective, weak maritime industry, limited mastery of marine science and technology, weak management of coastal and marine areas, and weak legal systems, maritime defense and security (Besar et al., 2007). Whereas, the improvement of the welfare of coastal communities, the utilization and utilization of small islands and the development of various marine-based infrastructure are some important parts of marine development that can support the creation of a state of defense and security in a good and dynamic manner because the sea is a renewable resource (Dahuri, 2003).

The nation's perspective on the land sector has made many policies in Indonesia oriented towards the land sector rather than the marine sector so that people in coastal areas are limited to accessing existing marine resources. This affects the perspective and way of life of the people segaraa anakan who have confusion in being guided by, as 'sea people' they live longer by the sea, but their limited access and use makes them less optimal in living life as 'sea people' and when they turned into 'land people' they had to adapt to the new circumstances.

While Riau Archipelago Province, As mandated by the Regional Government Law No. 23 of 2014 (Law No.23 of 2014, n.d.), there are Government Affairs which are entirely under the authority of the Central Government known as absolute government affairs and concurrent government affairs. Contemporary government affairs consist of compulsory government affairs and elected government affairs shared between the Central Government, the Provincial Region, and the Regency / City Region.

The division of government affairs in Riau does not refer to the perspective of Indonesia as an archipelagic country, it can be seen in marine affairs not being a compulsory business and even becoming a congruent matter. This is one of the causes for not paying attention to marine development in Indonesia. Because all this time marine affairs are seen as a matter of choice which means that they can be done and may not be done.

Drawing the lesson from these two cases, some elements are neglected, unaccounted for. In the case of Segara Anakan, changes of land and estuary areas because of sedimentation are left unattended. These changes made the locals cope with themselves by either migrating or changing their profession. Transfer of ownership also changes how people treat the land, water, and rivers, and those changes carried into the upstream. Causing disturbance in the ecosystem.

On other hand, a potential in Riau Province, who has considerable contact of water bodies, did not actualize it. This underused potential because of priority in

Development directed by the central government. While Riau Province is indeed not a locked land province, it simply disconnected with the potential of the sea-bordered areas. This can also be said that land-oriented development paradigm are directing for the development elsewhere beside the sea. While in the other case, Segara Anakan that has a sea-oriented development paradigm, are faced with inevitable changes; they are disconnected physically from the sea.

What is a “good” policy of development paradigm, then? We argue in this paper, the “good” development paradigm enables articulation of different involved entities in reaching their goals. The good policy development paradigm also make sure that changes and progression are being recorded and enable to extract lessons from these progressions. For our future live, policy in sustainable development is not a fixed state of harmony, but rather a process of change in which the exploitation of resources, the direction of investments, the orientation of technological development, and institutional change are made consistent with future as well as present needs. We do not pretend that the process is easy or straightforward. Painful choices have to be made. Thus, in the final analysis, sustainable development must rest on political will. (Visser & Brundtland, 2013)

Obviously there are neither good, nor bad in both of aforementioned paradigm here. Both paradigm has their own positive and negative side to it. But above all, can we take a lesson from both paradigm and learn to circumspect with our surrounding?

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CONCLUSSION

Segara anakan and Riau Archipelago Province are examples of cases where land-oriented policies that cannot be implemented in areas that have changed in ecosystems such as *Segara anakan*. As well as the Riau Archipelago Province which 96% of which is a sea, became the second lowest economic growth in Indonesia in 2017. Actor-Network Theory helping to explore *Segara Anakan* as close to the sea but experiencing ecosystem changes to land areas. This is also seen in the island province of riau where maritime are not the top priority in development policies in the region.

Thus, Overall, the Policy of Development in Indonesia should explore

land and sea as a connection and balance. The development orientation in Indonesia must consider the conditions of each region, because the Western Region of Indonesia and the Eastern Region of Indonesia have different characteristics.

Some regions do have to explore the marine, land, forest, lake, and natural resources. All these characteristics must be considered. All components of region orientation must carry out democratically the features of the region. Because Indonesia has different terrestrial and marine conditions, there are many conditions for water and high diversity. So that the Ecologically oriented Policy in the development framework needs to be considered for equitable Development in Indonesia.

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